

1969

A Study of Certain Selected Legal Responsibilities of Local School Boards in the State of Louisiana.

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Louisiana State University and Agricultural & Mechanical College

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A STUDY OF CERTAIN SELECTED LEGAL
RESPONSIBILITIES OF LOCAL SCHOOL
BOARDS IN THE STATE OF LOUISIANA.

The Louisiana State University and Agricultural
and Mechanical College, Ed.D., 1969
Education, administration
University Microfilms, Inc., Ann Arbor, Michigan

A STUDY OF CERTAIN SELECTED LEGAL RESPONSIBILITIES OF
LOCAL SCHOOL BOARDS IN THE STATE OF LOUISIANA

A Dissertation

Submitted to the Graduate Faculty of the
Louisiana State University and
Agricultural and Mechanical College
in partial fulfillment of the
requirements for the degree of
Doctor of Education

in the

Department of Education

by

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May, 1969

ACKNOWLEDGMENTS

The writer wishes to acknowledge his gratitude to Dr. Winston C. Hilton, Head of the Department of Education, Louisiana State University, for the wise and compassionate counsel rendered this writer in the beginning stages of his doctoral program.

The writer is especially indebted to his Major Professor, Dr. J. Berton Gremillion, for his encouragement and faithful assistance. Sincere appreciation is expressed for the guidance of his committee, composed of Dr. Rodney Cline, Dr. Robert E. May, Dr. James G. McMurry, Dr. Fred M. Smith, Dr. William M. Smith, and Dr. Robert C. Von Brock.

Special notes of thanks go to Dr. L. L. Kilgore, Jr., Principal of University High School, and Mr. James D. Prescott, Executive Secretary, Louisiana School Boards Association, who served on the panel of experts for validation of the list of legal responsibilities used in this study. The writer is deeply indebted to each superintendent and local school board member who participated in this study, and especially for the cooperation and encouragement of Mr. Donald L. Kennedy, Superintendent of the Caddo Parish Public School System.

Finally tribute is paid to the members of the writer's family whose understanding made possible the completion of the investigation.

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ABSTRACT

This study was conducted to determine the following:

1. Which legal responsibilities of local school boards in the State of Louisiana selected from West's Louisiana Statutes, Annotated, Revised Statutes have presented administrative problems for the parish and city school systems?
2. Of the selected legal responsibilities which have presented problems, which of the following were reported to be in conflict: board versus board; board versus superintendent; board versus community; board versus agency; board versus personnel; and superintendent versus community?
3. What suggestions did superintendents and board members propose for clarifying each legal responsibility which had been the source of an administrative problem?

A review of related literature set forth the role and function of local school boards, the role of the local school superintendent, and the conflicts in the administrative process.

Data were gathered through personal interviews with fifteen superintendents and sixty-two board members from fifteen school systems. Systems included in the study were geographically representative of the State and were stratified according to 1967 pupil registration as follows: four with a registration of fewer than 5,000 pupils; six with a registration of 5,000 - 9,999 pupils; two with a registration of 10,000 - 14,999 pupils; two with a registration of 15,000 - 29,999 pupils; and one with a registration of 30,000 or more pupils.

Data gathered were presented in tabular form and analyzed according to four basic categories. They were: (1) the internal operation of local school boards; (2) pupil personnel and services; (3) professional personnel; and (4) fiscal affairs. The following conclusions were determined:

1. Under the internal operation of the local school board, the determination of the qualifications of board members with conflicts evolving within the board was the primary problem area. The major suggestion proposed for qualifications for board members was that each candidate show evidence of successful business administration experience.

2. Under pupil personnel and services, pupil discipline constituted the major problem area. Conflicts involved board versus agency and board versus community. The major proposal suggested for clarifying the problem was that corporal punishment be authorized and clearly stated.

3. Under professional personnel, and specifically in the area of parish superintendent of schools, selection was the principal problem area, with parties in conflict being board versus board. The major clarification stated was that the superintendent should be selected from within the system. In the area of central office staff, again selection was paramount with parties in conflict being board versus personnel. The major clarification was that promotions in the system should be based upon written promotion policies. In the area of principals and classroom teachers, transfer was the significant responsibility with parties in conflict being board versus personnel. The suggestion for clarification was that transfer should be at the discretion of the

superintendent and the board. In the area of benefit laws, teacher tenure took precedence with parties in conflict being board versus agency. The major suggestion was a less technical tenure law with more explicitly defined reasons for teacher dismissal.

4. Under fiscal affairs, the leading responsibility presenting a problem was concerned with the number and location of schools with board versus community reported as the primary parties in conflict. The principal suggestion for clarification was that a state plan for consolidation should be developed, strictly adhered to, enforced, and assistance given in public relations.

CHAPTER I

INTRODUCTION

Public education does not operate in a vacuum. It is one instrumentality of society for implementing a function which society has decreed to be desirable. This function is the education of all the children of all the people.¹

Constitutional provisions, statutory enactments, and judicial decisions influence the structural pattern of education and the method of its operation. They are representative of a mental picture or a conceptual design. Statutes and decisions are continually being modified to conform to this conceptual design as old methods prove inadequate, as new problems arise, and as the conceptual design itself undergoes change. Few, if any, states have undertaken a redrafting of the basic law to reflect emerging conceptual designs but rather have usually made piecemeal changes. The search for the trends, the commonality of changes in law, is in reality a search for the indications of the conceptual design prevalent in the minds of the people. In more concise terms, it is a search for the expression of the prevailing conceptual design in an administrative structure.² Thus, there are few educational responsibilities with more far reaching importance to the

¹Robert R. Hamilton and Paul R. Mort, The Law and Public Education (Brooklyn: The Foundation Press, Inc., 1959), p. 3.

²Ibid., p. 14.

people of the State than the establishment of a sound structure for the administering of the schools of the local district. How to keep that structure adapted to the ever-changing needs of society has continued to be a persistent problem in American education. Yet, it is also one in which much progress has been made.³

Through the provisions of state constitutions and legislative acts, the structure for the operation and control of the public schools has been established. A large measure of the responsibility for operating public schools is vested in local school districts, with the local school board designated as the agency duly charged with the basic function. Each local board is authorized to employ a superintendent, who serves as the executive officer of the board.⁴

A fundamental problem that confronts educators and citizens today is that of deciding upon an optimum level of local control. The current nationalizing influences upon public education in the United States have tended to reduce the efficacy of a policy of strict local control. Thus, it is no longer a simple task to decide what matters

³The American Association of School Administrators Commission on School Administration in Newly Reorganized Districts, School Administration in Newly Reorganized Districts (Washington, D. C.: American Association of School Administrators, 1965), p. 9.

⁴The Executive Committee of the American Association of School Administrators, Roles, Responsibilities, Relationships of the School Board, Superintendent, and Staff, (Washington, D. C.: American Association of School Administrators, 1963), p. 4.

are properly and solely the concern of the local school board and its executive officer.⁵ However, local school boards are seldom ignored when public education is discussed. The evidence clearly indicates that school boards occupy a key position in the structure of public education and government.⁶

School board members are the legally designated representatives of the people in the management of the schools. School board membership is one of the highest types of public service. A capable unified board of education can serve as a potent nucleus for school-community relations and progress. Its major function is to operate public schools in terms of state laws and rules and regulations of a State's Board of Education. In addition, local school boards are authorized to formulate rules and regulations which are not inconsistent with law or policy of the State's Board of Education.⁷

Local school boards have a major responsibility in formulating educational policy. It is logical that policies of such importance

⁵Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer, Introduction to Educational Administration (third edition; Boston: Allyn and Bacon, Inc., 1966), p. 39.

⁶Harold Full, Controversy in American Education (New York: Macmillan Company, 1967), p. 290.

⁷Commission on the Superintendent as Instructional Leader, "The Superintendent as Instructional Leader," Thirty-Fifth Yearbook of the American Association of School Administrators, 1957, p. 103.

would be written. The local superintendent is in a key position to guide the board in developing such policies. One of the first steps in the establishment of written policies is a clear understanding between the school board and the superintendent concerning policy formation and policy execution. The responsibilities and respective roles of the school board and superintendent should be clearly defined. This action makes it possible to differentiate between the duties and responsibilities of the school board and the superintendent.⁸

As constitutional and statutory laws are dealt with specifically by the local school boards, the implementation of the legal responsibilities may involve not only local board members and the superintendent, but also the lay public community, or other conceivable combinations. The development of policies has been and remains a potential for differences of opinion and possible conflict. Therefore, the division of authority in public education is a question of intense interest.

Lane, Corwin, and Monahan have reported in the most precise terms the types of studies in school administration which should be undertaken when they stated: "Studies of administration in concrete situations are needed - the actual 'happenings and goings on.'"⁹

⁸State Department of Education of Louisiana, Handbook for School Administrators, Bulletin 741 (revised; Baton Rouge: State Department of Education, 1966), pp. 12-17.

⁹Willard R. Lane, Ronald G. Corwin, and William G. Monahan, Foundations of Educational Administration (New York: The Macmillan Company, 1967), p. 233.

The Problem

Statement of the problem. The purposes of this study were to determine: (1) the nature and scope of legal responsibilities of local school boards which have presented administrative problems, (2) the parties in conflict as to the application of each designated legal responsibility, and (3) the suggestions proposed by superintendents and local school board members for clarifying each problem area.

Delimitation of the problem. This investigation was limited to a study of selected legal responsibilities of local school boards in the State of Louisiana which have presented administrative problems.

These responsibilities were classified into four broad categories. They were: (1) the internal operation of local school boards; (2) pupil personnel and services; (3) professional personnel; and (4) fiscal affairs.

A stratified geographical sample of fifteen local school systems was selected from the sixty-six parish and city school boards in the State. Within each system the study was further limited to the superintendent and thirty per cent of the school board membership serving during the 1967-1968 session.

The following three points of investigation composed the final limitation of the study: (1) the identity of the legal responsibility which presented that administrative problem; (2) the parties in conflict; and (3) the suggestions of local school board members and superintendents for clarification of the problem.

Procedures used in the study. The following procedures were used in the investigation:

1. The legal responsibilities of local school boards as presented in West's Louisiana Statutes Annotated, Revised Statutes, were identified. From this list a second identification was made in terms of legal responsibilities which had been the subject of court decisions or opinions of the State's Attorney-General. This criterion indicated the responsibility had posed an administrative problem at one time or another. The second list was categorized into four broad areas with appropriate subheadings in order to formulate the interview instrument.
2. The list of selected legal responsibilities was submitted to a designated and approved panel of experts for the purpose of verifying the authenticity of the list.
3. Upon verification of the list, an interview instrument was developed to serve as a means of collecting data during each interview.
4. Fifteen local school systems were selected, fourteen parish systems and one city system. Factors used in final determination were pupil registration, willingness to contribute data and participate in the study, population characteristics, and geographic representation.

5. Fifteen local school superintendents and sixty-two local school board members were interviewed. Approved procedures were used in designating participating personnel.
6. The data were collected, tabulated, analyzed, and reported.

Importance of the study. This study is important for the following reasons:

1. Due to changing conditions, situations, opinions of the attorneys-general, court decisions, or legislative acts, the legal responsibilities of local school boards should be studied in depth periodically and reviewed continually.
2. When legal responsibilities of local school boards are of such nature that conflicts develop causing administrative problems, a clear understanding of the nature of these problems is essential.
3. Should administrative problems exist to the extent that efficiency is negatively influenced, this information could be helpful to the participants in the study in making decisions to alleviate, or at least decrease, the inefficiency.
4. The study should contribute to: (a) the detection of possible administrative problems presented by certain selected legal responsibilities; (b) the

training and preparation of future public school administrators by the determination of viewpoints of experienced administrators concerning crucial problems; (c) the collection of information which will be useful to superintendents and school board members; and (d) a further research concerning legal responsibilities of local school boards in the State of Louisiana.

Definitions of Terms Used

Certain terms are used that relate to the responsibilities of local school boards or that have specific meaning in relation to this study.

Legal responsibility of local school boards. This term applies to the legal responsibilities of local school boards in Louisiana as stipulated in West's Louisiana Statutes Annotated, Revised Statutes.

Conflicts or problem areas. These terms are used to denote divergent interest, ideas or acts insofar as the implementation of legal responsibilities is concerned.

Parties in conflict. This term is used to identify divergent interest between the following: board members versus board members, board versus superintendent, board versus community, board versus agency, board versus personnel, and superintendent versus community.

Agency. This term is used to include agencies, subdivisions of the state, communities, officials, organizations, and other personnel groups.

Sources of Data

Other than the interview instrument, the following sources of data were utilized:

1. Louisiana State Constitution of 1921
2. West's Louisiana Statutes Annotated, Revised Statutes
3. State Department of Education reports and other publications
4. Louisiana School Boards Association reports and other publications
5. American Association of School Administrators publications
6. Bureau of Research Publications from major universities and teacher colleges
7. Doctoral Dissertations pertinent to the study
8. Publications by professional organizations at the university level
9. American Educational Research Association publications
10. Center for Applied Research in Education publications
11. Other volumes and periodicals related to the problem.

Organization of the Study

In Chapter I is provided a background for the problem under investigation. Emphasis is placed upon the legal structure and responsibilities of local school boards and superintendents.

In Chapter II is presented a summary of the related literature surveyed by the investigator. The functions of local school boards and superintendents are discussed. Treatment is given to the role of conflicts resulting from the implementation of certain legal

responsibilities.

Procedures used in this study are delineated in Chapter III. Attention is given to the selection and validation of the list of legal responsibilities used in the study. The development of the interview instrument is discussed and the designation of participants in the investigation are dealt with respectively.

In Chapter IV the data compiled in this investigation are presented in tabular form. Analyses of these data are made in terms of the four major groups of legal responsibilities as reported by superintendents and board members for varying sizes of school systems in Louisiana. In Chapter V are included a summary of the study and a list of concluding statements based upon the basic purposes of the study.

CHAPTER II

REVIEW OF RELATED LITERATURE

In Chapter II is presented a review of current literature related to the problem. The roles and functions of local school boards and superintendents are analyzed. Emphasis is placed upon the legal responsibilities of local boards and their executive officer. In addition, material is presented which emphasizes the possibility of conflict when both parties attempt to implement their legally delegated functions.

I. ROLE AND FUNCTION OF LOCAL SCHOOL BOARDS

The State vests the members of local boards of education with the legal right and responsibility for establishing and operating a public school system.¹ Authority to implement this function may originate through the provisions of a state constitution or statutes enacted by legislation. In addition, school boards must be aware of reports and opinions of the State's Attorney-General and court decisions in formulating policy. Some functions are mandatory upon local boards, others are permissive in nature. Furthermore, there are implied or discretionary powers.² Thus, in framing policies, boards seek to

¹Staff of Education U.S.A., School Boards in an Era of Conflict (Washington, D. C.: National School Public Relations Association, 1966), p. 1.

²Institute for the Development of Educational Activities, School Board Members' Reactions to Educational Innovations (Princeton: Gallup International, Inc., 1966), pp. 16-20.

provide the guidelines which are needed to coordinate activities, yet, they must avoid specific directives which serve to curb initiative and hamper flexibility.³

However, policies adopted by local boards not only emerge from legal provisions for education, but also from the previous experiences of the board, and the study of the policies of other boards. The successful board serves as a planning and policy-making body. It requires competence from its superintendent and from other school personnel in the execution and operation of its policies.⁴ The board of education must deal in a responsible manner with any of its employees who retard or circumvent its policies. For the board, passing judgment on the schools is a duty. However, board members must be aware of community reactions in order to evaluate the educational outcomes of their policies.⁵

The National School Boards Association has reported that the responsibilities of local school boards include the following:

1. A legal responsibility for the control of public schools as the only agencies in their communities with this responsibility.
2. A civic responsibility as the controlling agencies providing a basically essential service to the life of the community.

³Commission on Staff Relations in School Administration, "Staff Relations in School Administration," Thirty-Third Yearbook of the American Association of School Administrators, 1955, p. 25.

⁴Alpheus L. White, Local School Boards; Organization and Practices, U. S. Department of Health, Education and Welfare, Bulletin No. 8, (Washington, D. C.: U.S. Government Printing Office, 1960), p. 7.

⁵Arthur H. Rice, "School Boards Reach New Heights of Importance," Nation's Schools, 80:12, September, 1967.

3. A social responsibility toward all who look to the schools as centers of growth and development for children, youth, and adults.

4. An economic responsibility since there is a direct relationship between the schools and business prosperity.

5. A moral and ethical responsibility to function courageously and impartially to assure the greatest good to the greatest number at all times.⁶

Meanwhile, Hagman⁷ has identified six general categories of responsibilities and activities of local boards of education. He reported them as being:

1. The first area is that of legislation. As a law making body, the board is the authority for local school regulation, policy, program and procedure within the framework of the state school law. The formulation, with school personnel, of general regulations and standards of performance is a task of the board within this area.

2. The second area is that of compliance. All school board activities under compulsion of the state school authority are in this area, including required reports concerning school finances, budget, attendance, personnel employed, school election results, transportation and claims for state aid.

3. The third area includes all board activities

⁶Joseph Ackerman, "School Boards - A Creative Force in Public Education," School Boards: A Creative Force, Proceedings of the 1967 Convention of the National School Boards Association, 1967, pp. 3-8.

⁷National Commission for the Defense of Democracy Through Education of the National Education Association of the United States, A Study of Some Problems Arising Out of the Failure to Clarify the Respective Responsibilities of a Board of Education and its Administrative Staff (Washington, D. C.: National Education Association of the United States, 1955), p. 9.

having to do with the inspection and observation of the school, including its plant facilities and program. The board represents the state and the community, and the concerns of both for the education, comfort, health, safety and happiness of the school population. Since the board cannot carry on its governing activities ably without acquaintanceship with the school problems it must meet, observation, inspection and evaluation of the work of the schools are essential.

4. The fourth area is that of execution and encompasses the relatively few executive activities of the school board, such as the employment of the superintendent and auditors, the receiving of delegations, the handling of petitions and the bonding of school employees.

5. The fifth area is the area of operation. The machinery and the process employed in dispatching board business are concerns in this area. These activities involve the election of board officers, the voting on motions before the board, the recording of board action, the scheduling of meetings and all other activities through which the board attends to its business.

6. The sixth area includes all board activities of interpretation. These activities concern relations of the school system with the community, the state and other school districts. On the one hand, the obligation of the board members is to represent the community as its elected spokesman by interpreting community need and desire to the school personnel. On the other hand, the obligation is to make an accounting of the schools to the people of the community.

He further indicated the following dangers resulting from failure to identify properly the functions of the board:

The danger to effective school operation from failure to identify areas of function of the board is two-fold. The first danger is that the board will undertake responsibilities properly those of legally certified and professionally trained workers. The second danger⁸ is that the board will not execute all of its functions.

⁸ Ibid., p. 8.

Arthur H. Rice states that the biggest responsibility of the school board today is to evaluate the program that has been brought to it by its professional staff or the program that it, as a board, has helped to plan, and then to evaluate the activities of the staff in achieving that program.⁹ He further reported a second responsibility which is coming more and more into the picture is that of studying the interrelations of its employees to ensure harmony, efficiency, and fair play. A school superintendent, who is really competent, will want his school board members to look at what is going on within the school system in terms of their own experiences, judgments and values, and then share with the superintendent and the other board members their points of view and recommendations.¹⁰

Reeder¹¹ recognized the basic responsibility of local school boards when he indicated that the administration of a school system requires the performance of three basic functions, namely: (1) legislative; (2) executive; and (3) appraisal. He pointed out that the legislative function involves the formulation and adoption of policies, of enacting legislation. However, Reeder cautioned that boards of education should not enact legislation and should not make policies without the recommendation of their professional expert, the superintendent.¹²

⁹Rice, op. cit., p. 10.

¹⁰Ibid., p. 11.

¹¹Ward G. Reeder, The Fundamentals of School Administration (New York: The Macmillan Company, 1958), p. 69.

¹²Ibid., p. 70.

These views are ably supported in a study reported by a Special Committee on Education, State of Louisiana, when it stated:

The parish (county) school board is a legislative and policy-making body. The board determines policy and makes regulations, but it cannot and must not seek to function extra-legally as an administrative agency. Individual board members may not exercise on their own initiative the power of the board.¹³

The report continued by stating that the board selects a superintendent and professional staff to administer the policy it establishes and that it should give the superintendent both the authority and the responsibility for administering board policy.¹⁴

Therefore, local school boards must exercise a great deal of judgment when selecting a superintendent to administer the educational program. The American Association of School Administrators strongly supported this view when it stated:

Most of the time, a board of education strives to retain the services of a competent executive. But, from time to time, a vacancy does occur, and then the board must search for, select, and employ a new superintendent. As public education has become more and more complex, its technical management has become more and more difficult. Great skill is required for the successful management of modern schools. Nothing the board does is more important than employing and

¹³ State of Louisiana, Data Supporting Recommendations of the Special Committee on Education (Baton Rouge, 1959), p. 8.

¹⁴
Loc. cit.

retaining a professionally prepared superintendent.¹⁵

What can a board expect from its superintendent? A few years ago, a former superintendent of schools in New Jersey with more than forty years of experience, addressed a group of school administrators. During his presentation, he identified a number of principles which should assist board members in formulating reasonable expectations from its superintendent. They were:

1. Serve as its executive officer.
2. Be its professional adviser in all matters and to recommend appropriate school policies for its consideration.
3. Implement and execute all policies adopted by it.
4. Keep it fully informed about the school program.
5. Interpret the needs of the school system.
6. Present his personal recommendations on all problems and issues considered by it.
7. Devote a large share of his thought and time to the improvement of instruction.
8. Be alert to advances and improvements in educational programs wherever they may be found.
9. Lead in the development and operation of an adequate program of school-community relations.
10. Participate in community activities.
11. Use great care in nominating candidates for appointment to the school staff.

¹⁵American Association of School Administrators, Selecting a Superintendent of Schools (Washington, D. C.: American Association of School Administrators, 1968), p. 3.

12. Recommend for purchase equipment, books, and supplies that are appropriate to the purpose and needs of the school system.

13. Present for its consideration an annual budget that is designed to serve the needs of the school system.

14. To establish and operate the financial operations of the school district to insure adherence to budget provisions and the wise use of school funds.¹⁶

Therefore, it is apparent that school boards and school administrators are faced with the need of agreeing on ways of working together which are harmonious and effective. Particularly, there is need for agreement on roles and responsibilities, together with acceptable policies and appropriate machinery.

II. THE ROLE OF THE LOCAL SCHOOL SUPERINTENDENT

There is an abundance of literature which establishes and defines the role or job expectations of the local school superintendent.

Campbell¹⁷ has identified the major functions of the superintendent as follows: (1) to help define and clarify the purpose and direction of the schools; (2) to establish and maintain an organization to work at these purposes; and (3) to secure and allocate resources needed by the organization. He continued by adding that it is apparent that many people in and out of the organization are involved in the achievement of each of these functions, but only for the

¹⁶Ibid., p. 16.

¹⁷Roald F. Campbell, "Is the School Superintendent Obsolete?" Phi Delta Kappan, 47:53, October, 1966.

superintendent do they become the major focus as they affect the entire school system.¹⁸

Wilson,¹⁹ discussing the role of both the local board and its superintendent, reported that the board of education reflects purpose in its policy decisions and expects the superintendent to implement such policies. While in gross terms there is some validity in such a division of responsibility, Wilson stated further that in the real world the superintendent and board are more nearly partners in both the establishment and implementation of policy as boards seek advice from their superintendent on policy questions. Moreover, boards are required by law and in practice to make many administrative decisions such as the employment and reemployment of personnel.²⁰

But the superintendent is expected to help establish and clarify policy with the staff and the community as well as with the board of education. Important as is the superintendent in the definition and clarification of direction, he probably occupies an even more central role in the establishment and maintenance of the organization. Within reasonable bounds and budget limitations, most boards and most communities will accept any kind of organization a superintendent recommends.²¹

¹⁸Loc. cit.

¹⁹Charles F. Wilson, "On These Issues Superintendents Stand or Fall," Nation's Schools, 75:27, June, 1965.

²⁰Loc. cit.

²¹Educational Policies Commission, The Unique Role of the Superintendent of Schools (Washington, D. C.: National Education Association, 1965), pp. 15-16.

The effective superintendent of schools is sensitive to the growing professional maturity of the teaching profession, and he is always concerned for the total welfare and the just financial compensation of the entire staff. He seeks to exercise professional leadership. The superintendent provides the board with a continual flow of information about work loads, working conditions, professional growth, activities, evidence of professional and personal competence, and the complexity of the tasks of all his professional colleagues, together with comparative figures from comparable school districts.²²

The superintendent brings staff associates to meet with the school board to explain or demonstrate many aspects of curriculum, of instructional methods and materials, and of relevant professional activities. With the help of the school staff and school board, the superintendent keeps the community informed not only of good features of the school program but of system-wide weaknesses and needs. The superintendent keeps the board informed about discussions and actions which may affect local policy, whether these are taking place in state and national capitals or in agencies and associations outside the district.²³

The efficient professional superintendent of schools

²² James P. Steffensen, Staff Personnel Administration: Selected Practices and Issues, U. S. Department of Health, Education and Welfare, Bulletin No. 6 (Washington, D. C.: U.S. Government Printing Office, 1963), p. 3.

²³ Loc. cit.

confidently and courageously serves as adviser to the board, as chief administrator of the schools, as devoted leader of his professional associates, and as staunch defender of the overriding rights of children to the best education possible.²⁴

If a school district is to move toward quality education, the chief school administrator must of necessity remain the man in the middle from a theoretical and from a practical point of view. The superintendent cannot abrogate his function as educational leader of his professional staff, nor can he renounce his role of professional adviser to his board of education. Unless the superintendent performs this extremely difficult role, he is powerless to provide the type of leadership that is demanded in these dynamic times.

Wilson emphasized this point when he stated:

The primary responsibility of the chief school administrator is to provide maximum leadership in the school program by making decisions and recommendations that result from careful, intelligent and objective analysis of the pertinent issues.²⁵

Wilson continued by adding:

There is a critical national need to redefine and reassess the role of the superintendent as it relates to the board, and multiple goals of public education. If the superintendency does not emerge from this definition and assessment as a position of educational leadership unencumbered by petty restrictive loyalties

²⁴ Loc. cit.

²⁵ Charles F. Wilson, "Whose Man is the Superintendent?", Phi Delta Kappan, 47:156, December, 1966.

to either boards or teachers at the expense of the other, public education in the United States will never achieve the goals toward which so many educators are now devoting their energies and skills.²⁶

The superintendent must continue in the role of educational leader at the local level. He must cope with the adjustments in power that occur there. Proper attention must be given to the local groups that press the superintendent to act on issues of importance to them. Unless the superintendent is able to deal with the politicians, the commercial interest groups, the teachers' organizations, the finance and tax committees, he will not be in a position to influence decisions that affect the schools. Today, the superintendent has to be politically sophisticated. The superintendent must become a student of many factors and forces to be resolved in such decision making. He must understand such things as how the necessary resources are controlled, how influence varies within a community, how to deal with conflicting aims in the political system, and how to function to the advantage of education in conflict situations.²⁷

However, as able and competent as he may be, the superintendent has a right to expect certain things from the board. The obligations and responsibilities of a board to its superintendent have been

²⁶Ibid., p. 157.

²⁷ John J. Hunt, "Politics in the Role of the Superintendent," Phi Delta Kappan, 49:349, February, 1968.

discussed on many occasions. The following list which appeared in a publication released by the Virginia School Boards Association and reprinted by the American Association of School Administrators, represents a concise statement of the board's responsibilities to its chief executive:

1. To assist the superintendent with counsel and advice, giving him the benefit of its judgment, business experience, and familiarity with the local school system and the community. Also, to consult with the superintendent on all matters concerning the school system which the board is considering or about which it proposes to take action.
2. To delegate to the superintendent responsibility for all executive functions, to refrain from handling directly any administrative details, and to give the superintendent authority commensurate with his responsibilities.
3. To make all employees of the school system subordinate to the superintendent, to refrain from any direct dealings with any of them, and to require and receive all reports from them through the superintendent.
4. To refer all applications, complaints, and other communications, oral or written, to the superintendent, except when such may come to the board, in meeting, on appeal from decisions of the superintendent.
5. To provide adequate safeguards for the superintendent and other personnel so that they may perform their proper functions on a professional basis. This involves, particularly, supporting the superintendent in his efforts to protect the personnel and the schools from individuals and organizations seeking to exploit the schools for selfish reasons.
6. To support the superintendent loyally and actively in all decisions and actions conformable to proper professional standards and the announced policy of the board, and to accept full responsibility for administrative acts authorized by, or resulting from the policies of the board.

7. To hold the superintendent strictly responsible for the administration of the schools, to require him to keep the board fully informed at all times, through both written and oral reports, to review and appraise the results of his work, and to admonish him when any methods or procedures do not meet with the approval of the board.

8. If, after fair and impartial appraisal and due admonishment, the board is convinced that the superintendent's services do not meet with its approval, to notify him kindly and courteously, and as far in advance as possible, that a change must be made; and to replace him with a carefully selected new superintendent.²⁸

In summarizing the role of the superintendent, a committee of school administrators representing the American Association of School Administrators stated:

We call attention again to the unique role of the superintendent of schools. He is in a strategic, if trying, position to help both boards of education and teachers, singly or in groups, as they work through their common problems. He is the professional adviser to whom the board looks for recommendations on policy, the chief administrator of the schools, the leader of the professional staff, and the protector and defender of the rights of children to the best and most appropriate educational opportunity. He is a professional educator and a professional school administrator. Anything which weakens his effectiveness in any of these roles will ultimately weaken the schools. And in the long run, what happens in and to public schools of America happens to America.²⁹

²⁸ American Association of School Administrators, Selecting a Superintendent of Schools, op. cit., pp. 17-18.

²⁹ American Association of School Administrators, Roles, Responsibilities, Relationships of the School Board, Superintendent, and Staff, op. cit., p. 15.

Thus, it is apparent that the superintendent of schools sits at the crossroads of democracy. Sooner or later all the problems of the community and its people come across his desk. The superintendent is in direct contact with the best and worst features of democratic life. He comes to grips with petty politics and highminded public service. A superintendent of schools lives many lives in one lifetime.³⁰

III. CONFLICTS IN THE ADMINISTRATIVE PROCESS

There is little doubt that educational decisions and decisions that touch on education are made at all levels of government and both by formal and official agencies and by informal and unofficial groups. As Miller has indicated:

The process is complex, disjointed, and overlapping. The many points at which either an individual or a group may enter into decision making may seem cumbersome, but such a variety of avenues does provide the very freedom that is cherished for individuals. The system is not a closed system but is open to the variety of personalities and groups who have concern either for themselves or for some aspect of society.³¹

Miller continued by stating that in examining the process by which decisions are reached in a social institution, attention must be given to the social setting in which the institution exists. He indicated that the interplay of forces between the institution and

³⁰Hunt, op. cit., p. 350.

³¹Van Miller, The Public Administrator of American School Systems (New York: The Macmillan Company, 1965), p. 65.

society and the way in which this interplay of forces affects the decision-making process may determine whether or not it is even possible to raise certain issues.³²

He summarized the social setting in which decision making takes place by emphasizing the following three principles:

First, he recognized that in a democratic society the way to resolve conflicts is by expanding the area of agreement. In other words it involves finding a basis for action best for all and at least tolerable for each on which agreement can be reached.

Second, he pointed out that in no community do the feelings of each individual bear equal weight, thus, another social phenomenon to be recognized is the power figure. In other words, the people of influence in a community, or a county.

Third, he reported the informal structure of the community as being a significant factor. In communities where there is a high proportion of alternatives among values, it can be expected that a wide variety of issues may arise to the extent that each alternative represents an absolute to those who hold it. There is also more chance of conflict.³³

Benjamin M. Sachs in commenting on the status of an administrator stated that it depends on the people whom he serves in that they define the importance of his job and verify the meaningfulness of his rank. He continued by stating that it is no accident that the person who has a title but no opportunity to function with other people often finds

³²Ibid., p. 70.

³³Ibid., pp. 71-72.

himself in a most frustrating and unhappy situation.³⁴

Sachs further stated that:

The administrator, then needs to recognize that a large group, for example, Teachers' Association or a faculty council, will contain opposing forces. In the expression of opposition there may be much that is germane to the democratic interaction which he wishes to preserve. It also follows that opposition itself has a certain character. It may be rational or irrational, insightful or uninsightful. It may seek to destroy and dominate or may merely indicate a struggle for self-establishment. Every individual has the right to struggle for self-establishment; he does not have the right to destroy the group. The administrator must be careful to distinguish between the two drives.³⁵

What are the types of conflicts an administrator may encounter?

Three basic types which may occur have been identified as being:

First, jurisdictional disputes which may arise between echelons, that is, persons of similar rank develop interests across official divisional lines. For example, teachers may unite their efforts to oppose policies or practices of the board's staff.

Second, clashes of interest may arise among official subdivisions of a single echelon of the formal organization. A typical example which is often cited is the sensitivity of the homeroom teacher as to the role of the guidance counselor in terms of providing advice and services. Many teachers resented the so-called intrusion of the specialists.

Third, disputes which are constantly arising among special interest groups that form weaken specific divisions. The tendency of functionally related groups to segment into nuclei of special interests

³⁴ Benjamin M. Sachs, Educational Administration, A Behavioral Approach (Boston: Houghton Mifflin Company, 1966), p. 105.

³⁵ Ibid., p. 107.

is a distinguishing feature of the modern large scale organization.³⁶

Therefore, within the arena in which a school superintendent functions, there is always a possibility of conflict between the board and superintendent of schools unless the roles of each are clearly defined. The school board and the superintendent of schools must work out distinctly democratic principles of cooperation and must have thorough understanding concerning their respective places in the community and the school system. The changing political, social and economic situations have developed serious conflicts which have changed the work of boards of education and their chief executive, the superintendent.³⁷

However, researchers in school administration reveal that despite their prevalence, the vital place that conflicts occupy in organizations is systematically ignored in theoretical statements of the administrative process.³⁸ They indicate that many of the persons most interested in problems of school administration are administrators and school boards, yet, these two groups are among those most constrained to avoid threatening anyone with embarrassing questions about power.³⁹ Furthermore, as Lane, Corwin, and Monahan have emphasized,

³⁶Lane, Corwin, and Monahan, op. cit., p. 229.

³⁷William C. Bruce, "Joint Leadership," American School Board Journal, 151:49, December, 1965.

³⁸Lane, Corwin, and Monahan, op. cit., p. 232.

³⁹Loc. cit.

there is little indication of conflict in the official stereotypes in the disguise of formal policy statements, organization charts, and other statements of ideals.⁴⁰

H. Thomas James tends to agree with this view when he stated:

Conflict is an inevitable part of the process by which cooperative efforts are made; one person suggesting action usually hears from another who thinks otherwise. Perhaps that is the best definition of a school board member--"a man who thinks otherwise."⁴¹

James goes further to state that one may find ways to make board meetings happy and free of discord, but if he does, then almost certainly he will have made them ineffective.⁴²

Lane, Corwin, and Monahan summarized most effectively the natural role of conflict when they stated:

Organized conflicts create underlying tensions which often threaten to break down the established way of doing things. Far from providing a stable, predictable setting in this image an "organization" provides merely a minimum foundation of established relationships which does little more than establish the arena of strategies among special interest segments. This creative and dynamic character of most organizations presents a serious challenge to hopes of complete predictability and planning.⁴³

⁴⁰Loc. cit.

⁴¹H. Thomas James, "School Board Conflict is Inevitable," American School Board Journal, 154:5, March, 1967.

⁴²Ibid., p. 6.

⁴³Lane, Corwin, and Monahan, op. cit., p. 233.

IV. SUMMARY OF RELATED LITERATURE

A large measure of the responsibility for the public schools is vested in the local school districts, established under the laws of the State for that purpose. The school board in the local district is the agency designated by the State to represent the people of the local district and the State. The board is charged with the responsibility to interpret the educational needs and desires of the people, and to translate them into policies and programs. The local school boards, as they seek to provide quality education, are increasingly subjected to pressures from legally established finance boards, from self-constituted watchdogs, and from growing public demands of providing better education with all that it calls for in terms of better staffing, better instructional materials, and more and better school buildings.

The superintendent of schools is employed by the board of education as its executive agent. He is the professional adviser to the board, the chief administrator of the schools, the leader of the staff, and the focal point of responsibility within the district. He is in a strategic, if trying, position to help both boards of education and teachers, singly or in groups, as they work through their common problems.

Conflict, successfully managed, signifies a healthy school board. The public is generally uninformed about the role and limitations of the school boards, as are, in some instances, board members themselves. Since state law defines in detail the responsibilities of superintendents and board members, the ability to analyze potential conflict situations is an especially important skill for which all administrators will find repeated use.

CHAPTER III

PROCEDURES

Procedures used in developing a list of the selected legal responsibilities that have presented administrative problems are presented in Chapter III. Included is the validation of the list by a panel of experts. The development of the interview instrument used in the study is discussed. Procedures used in the development of the list of participants for the study are indicated, and the methods used in the interview are analyzed. The form used in compiling and presenting the data is presented.

I. LEGAL RESPONSIBILITIES OF SCHOOL BOARDS

Selection of Legal Responsibilities Presenting Administrative Problems

Louisiana statutes dealing with education were examined, and a complete list of the legal responsibilities of local school boards was compiled. This list is presented in Appendix A. From this composite list of responsibilities, a second list was prepared in terms of statutes which had been the source of previous conflict or disagreement as evidenced by court decisions, opinions of the attorney-general, and amendments. The selected statutes were categorized into four major areas. They were: (1) internal operation of the local school board; (2) pupil personnel and services; (3) professional personnel; and (4) fiscal affairs.

Validation of the List of Legal Responsibilities Presenting Administrative Problems

The delineated list of legal responsibilities was presented to a panel for validation prior to preparing the final interview instrument. This panel consisted of a number of individuals with wide and varied backgrounds in school administration. In addition, members were acquainted with school law. The panel of experts included Dr. Robert E. May, Professor of Education; Dr. L. L. Kilgore, Jr., Principal of University High School; Dr. Robert C. Von Brock, Professor of Education; and Dr. J. B. Gremillion, Director of the Bureau of Educational Materials and Research; all of whom are associated with Louisiana State University, Baton Rouge. Also serving on the panel was Mr. James D. Prescott, Executive Secretary, Louisiana School Boards Association. The validated list of legal responsibilities is presented in Appendix B.

The Interview Instrument

After the list of selected legal responsibilities was validated and approved, the development of the interview instrument was accomplished. For each major category, (the internal operation of the board; pupil personnel and services; professional personnel; and fiscal affairs) key references or sections were selected from each of the legal responsibilities in order to serve as a guide or cue for the investigator during the ensuing interviews. The interview instrument also contained a list of the parties most likely involved in conflict. These were designated as: board versus board; board versus superintendent; board versus community; board versus agency; board versus personnel;

and superintendent versus community. Space was provided to record the suggestions made by the superintendents and board members for the clarification of each administrative problem identified. In Appendix B is presented a copy of the interview instrument as utilized in the investigation.

II. PARTICIPATING LOCAL SCHOOL SYSTEMS

Selection of Local School Systems

Once the interview instrument had been developed, a stratification of the parish and city school systems in Louisiana included in the study was determined. This procedure was based upon pupil registration in the public schools in the 1966-1967 school year as presented in the Annual Report of the Louisiana State Department of Education.¹ A distribution of the sixty-six parish and city school boards in Louisiana in terms of the five groupings of school registration is presented in Table I. From these groups, fifteen local school systems were selected for participation in the study. Factors used to select the list of participating school systems were: (1) geographic representation, (2) urban and rural representation, (3) willingness of the school system to participate in the study, and (4) adequate representation within each registration category.

¹ State Department of Public Education of Louisiana, One Hundred Eighteenth Annual Report for the Session 1966-67, Bulletin No. 1109, (Baton Rouge: State Department of Public Education, 1966), pp. 166-167.

TABLE I
DISTRIBUTION OF PARISH AND CITY SCHOOL BOARDS IN LOUISIANA
IN TERMS OF PUBLIC SCHOOL REGISTRATION IN 1967

Size of School System	Group	Name of School System	Basic Administrative Units	
			State	Used in Study
30,000 or more	I	Caddo, Calcasieu, East Baton Rouge, Jefferson, Orleans	5	1
15,000 to 29,999	II	Bossier, Lafayette, Lafourche, Ouachita, Rapides, St. Landry, St. Mary, St. Tammany, Tangipahoa, Terrebonne	10	2
10,000 to 14,999	III	Acadia, Iberia, St. Bernard, Webster, City Monroe	5	2
5,000 to 9,999	IV	Allen, Ascension, Assumption, Avoyelles, Beauregard, Concordia, DeSoto, Evangeline, Franklin, Iberville, Jefferson Davis, Lincoln, Livingston, Madison, Morehouse, Natchitoches, Pointe Coupee, Richland, St. Charles, St. James, St. John, St. Martin, Vermilion, Vernon, Washington, City Bogalusa	26	6
Less than 5,000	V	Caldwell, Cameron, Catahoula, Claiborne, East Carroll, East Feliciana, Grant, Jackson, LaSalle, Plaquemines, Red River, Sabine, St. Helena, Tensas, Union, West Baton Rouge, West Carroll, West Feliciana, Winn, Bienville	20	4
Total			66	15

Identity of the participating school systems remains anonymous in the study. The advice of the panel used to validate the interview instrument was sought and followed in the final determination of the list of participating school systems.

The sizes of the selected systems ranged from 2,000 to 60,000 in pupil registration, and the background settings included both rural and urban. Religious influences were varied being either predominantly Protestant or Catholic. The financial ability of the selected school systems was varied. Several systems had adopted salary schedules for classroom teachers and other school employees which exceeded minimum schedules approved by the State.

Participating School Superintendents

The superintendent of each of the fifteen designated school systems was included in the study. All of the superintendents interviewed had previously served in a principalship, a supervisory position, an assistant superintendency, or a college professorship prior to assuming the position of superintendent. With the exception of two, all had been selected from within the ranks of the system. Their tenure in office ranged from less than one year to thirty-five years. Ages of the superintendents ranged from thirty-eight to sixty-four years, and all were males. Without exception, the superintendents had earned the master's degree, and two had earned the doctor's degree.

Participating School Board Members

Sixty-two local school board members were included in the study. Selection of the board members was based upon the following criteria:

- (a) Thirty per cent of the local board membership of each local school system was approved for the study.
- (b) In systems where the local board had a designated executive committee, these members were included in the study.
- (c) If the entire board functioned as a committee, then interview appointments were sought which included the officers of the board.
- (d) In all other instances, the interview appointments were based upon willingness and availability of members to be interviewed.

A variety of occupational choices was represented in the group of local board members interviewed. These choices represented the following occupations: custodian, physician, farmer, rice mill employee, merchant, real estate agent, banker, attorney, plumber, carpenter, beer distributor, service station operator, dock employee, nurse, housewife, financier, oil distributor, auto salesman, lumberman, cotton gin operator, druggist, accountant, railroad conductor, plant supervisor, or retired.

Tenure in office for local school board members ranged from one year to thirty-four years. The range of ages was from thirty to seventy-five years. All except four of the sixty-two board members were males. Formal education of the board members ranged from less than a high school education to advanced degrees earned at an institution of higher learning.

III. INTERVIEW TECHNIQUES

The interview techniques used in the study were comparable for board members and superintendents. After a brief explanation regarding the purposes of the study and procedures to be followed during the interview, the actual interview was initiated. The key phrases of each legal responsibility were cited for consideration as to whether the legal responsibility had presented an administrative problem. If the answer was negative, the succeeding legal responsibility was presented immediately. If a positive response was given, the participant was encouraged to discuss the problem in terms of parties in conflict and to indicate his suggestions for the clarification of the problem. The reactions of each participant were recorded on the actual interview instrument. The time consumed in each interview was approximately one hour and fifteen minutes.

IV. TREATMENT OF DATA

Data obtained from these interviews were tabulated in terms of the following: (a) the number of times each legal responsibility was recorded as presenting an administrative problem; (b) the parties in conflict in regard to each responsibility; and (c) changes suggested by local superintendents and board members for each problem area. In addition, the data were presented in terms of varying sizes of school systems. Appropriate tables have been prepared and analyzed in order to present a concise summarization of data.

V. SUMMARY

Acts of the Legislature of Louisiana pertaining to education were reviewed to obtain a list of selected legal responsibilities of school boards. This list was validated by a panel of experts. An interview instrument was developed, and superintendents and board members, selected in terms of specific factors, were interviewed.

Data were collected from fifteen superintendents and sixty-two local school board members. Interviewees represented a broad range of experiences, tenure, age, occupations, and formal education.

It was found that the fifteen local superintendents were rather homogeneous in regard to previous experience, sex, and formal education. They varied significantly in regard to tenure in office. On the contrary, the sixty-two local board members were significantly heterogeneous in each category except sex. In this category it was interesting to note that only four of the sixty-two board members were female.

Data were compiled in terms of stratified local school systems in order to determine the three basic purposes of this study.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

I. INTRODUCTION

In Chapter IV data have been compiled and analyzed in terms of participants interviewed and varying sizes of school systems. In addition, data have been tabulated and presented in tabular form on the basis of four major headings. These headings are: the internal operation of the local school board; pupil personnel and services; professional personnel; and fiscal affairs. Succeeding the tables is an analysis of the data recorded.

In the tables a comparison of the reactions of the superintendents and local board members to each of the problem areas is presented. A response was checked to indicate whether or not the participants considered the responsibility to be an administrative problem. In the appropriate columns in the tables, the frequency the participants felt certain parties were in conflict was indicated. It should be noted that for each legal responsibility listed, the parties in conflict are never less than the number of instances a responsibility is recorded as an administrative problem. It is conceivable, however, that the parties in conflict could be greater than the number of times a responsibility is recorded as an administrative problem as several superintendents and board members reported more than one conflict for certain legal responsibilities. However, no legal responsibility is presented with the maximum number of parties in conflict. The suggestions for clarification recorded during the interview were analyzed. Only

suggestions for clarification which reflected legal changes were included in the presentation of data. In some instances, a responsibility was checked as presenting an administrative problem and parties in conflict recorded, but no suggestion for clarification was given. Therefore, the number of suggestions for clarification does not equal the number of times a responsibility is recorded as presenting an administrative problem.

II. THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS

There are many statutes which designate responsibilities related to the internal operation of local school boards in Louisiana. However, the interview instrument was restricted to responsibilities which had previously presented conflicts in administration. The final list included fifteen problem items for the interview.

Data concerned with administrative problems related to the internal operation of local school boards, parties in conflict, and clarifications proposed are reported in Tables II, III, and IV. An analysis of the principal problem areas reported in terms of frequency has been made.

Qualifications of Board Members

Nine superintendents and thirty-nine school board members viewed this responsibility as a major administrative problem.

The superintendents reported a number of parties in conflict concerning this problem area. The board members reported the greatest area of conflict as being within the membership of the board.

TABLE II
LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED
TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		All
	I		II		III		IV		V		Supts.	Bd. Mbrs.	
	S	B	S	B	S	B	S	B	S	B			
1. Power to sue or be sued	0	0	1	3	0	0	4	5	1	5	6	13	19
2. Election of board members	1	3	0	0	0	0	4	10	0	0	5	13	18
3. Vacancies on board	0	2	0	0	0	0	2	5	2	2	4	9	13
4. Election of board officers	0	0	2	3	2	3	2	6	1	2	7	14	21
5. Per diem of board	0	0	0	0	0	0	0	2	0	3	0	5	5
6. Executive committee	0	0	0	0	0	0	0	0	1	2	1	2	3
7. Other board committees	1	4	0	0	0	2	3	5	0	0	4	11	15
8. Rules and regulations	0	0	0	0	1	2	3	4	1	3	5	9	14
9. Qualifications of board members	0	2	2	5	0	6	5	18	2	8	9	39	48
10. Expenses for conventions	1	2	2	4	1	1	5	21	0	0	9	28	37
11. Number of board members	1	4	2	5	1	6	5	12	1	5	10	32	42
12. Dual office holding	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE II (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		All
	I		II		III		IV		V		Supts. Bd.	Mbrs.	
	S	B	S	B	S	B	S	B	S	B			
13. Removal of board member	0	0	0	2	0	1	0	0	0	0	0	3	3
14. Term of office	0	0	0	0	0	0	0	0	0	0	0	0	0
15. Meetings of the board	1	5	0	0	1	3	0	8	0	4	2	20	22

TABLE III
LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict									
	Supts.	Bd.	All Mbrs.	Bd.		Bd.		Bd.		Bd.		Supt.	
				vs.		vs.		vs.		vs.		vs.	
				Bd.		Supt.		Comm.		Agency		Pers.	
				S	B	S	B	S	B	S	B	S	B
1. Power to sue or be sued	6	13	19	1				4	6	6		3	
2. Election of board members	5	13	18	1	1	1	2	5	12				
3. Vacancies on board	4	9	13	1		1	1	3	4	7			
4. Election of board officers	7	14	21	5	11	5	4	1	1		2		
5. Per diem of board	0	5	5								5		
6. Executive committee	1	2	3		2	1	1						
7. Other board committees	4	11	15	3	9	1	2						
8. Rules and regulations	5	9	14	2	5	2	1	1		1	3		
9. Qualifications of board members	9	39	48	4	23	5	11	4	13	2	6	2	1
10. Expenses for conventions	9	28	37		1					8	26	1	1
11. Number of board members	10	32	42	6	19	3	7	1	4	4	10	1	6
12. Dual office holding	0	0	0										

TABLE III (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED

TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict							
	Supts.	Bd.	All Mbrs.	Bd.	Bd.	Bd.	Bd.	Bd.	Supt.		
				vs.	vs.	vs.	vs.	vs.	vs.		
				Bd.	Supt.	Comm.	Agency	Pers.	Comm.		
				S	B	S	B	S	B	S	B
13. Removal of board member	0	3	3	2			1	2			
14. Term of office	0	0	0								
15. Meetings of the board	2	20	22	14	2	8	2	1			

TABLE IV
NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
1. Power to sue or be sued	0	4	0	3	3	10	Immunity from suit State fund to pay suits Protective insurance Digest of school laws written in laymen's terms for each board member	6 2 1 1
2. Election of board members	1	0	0	6	0	7	Equal representation through reapportionment Each candidate face the voter an equal number of times	5 2
3. Vacancies on board	1	0	0	5	3	9	Vacancies filled by a vote of the people Appointee has been a recent candidate losing by the fewest number of votes Never more than one appointee on the board at the time	7 1 1
4. Election of board officers	0	2	2	6	2	12	Statutes state specific term Statutes state yearly rotation	7 5

TABLE IV (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
5. Per diem of board	0	0	0	1	2	3	Legislature should increase Retirement provisions and expense account provided	2 1
6. Executive committee	0	0	0	0	0	0		
7. Other board committees	1	0	1	1	0	3	The board should function as the only committee	3
8. Rules and regulations	0	0	1	2	1	4	Written policies Authority to enforce policy	3 1
9. Qualifications of board members	0	2	4	6	5	17	Successful business administra- tion experience Parent with children in school National test, aptitude, and health examination High school graduate as minimum education	6 4 3 4

TABLE IV (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
10. Expenses for conventions	1	2	1	1	0	5	Allowances less restrictive Obligatory convention and workshop attendance	4 1
11. Number of board members	4	6	2	3	2	17	Redistrict each system for equitable representation Legislative effort should be directed toward a workable board make-up rather than number of board members	15 2
12. Dual office holding	0	0	0	0	0	0		
13. Removal of board member	0	2	1	0	0	3	Recall elections should be less difficult, thus the people could utilize the procedure more effectively Recall be discontinued	2 1

TABLE IV (continued)
NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO THE INTERNAL OPERATION OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
14. Term of office	0	0	0	0	0	0		
15. Meetings of the board	1	0	1	2	2	6	Meetings convenient for public attendance - preferably at night	3
							The statutes should prescribe more meetings with shorter length	2
							The authority to hire a public relations firm to interpret board action to the public following each meeting	1

Among the suggestions for clarification most often proposed by superintendents and board members was that one of the legal qualifications to become a candidate for school board member should be to show evidence of successful business administration experience. Equal importance was given to having children in the public schools and possessing a high school diploma.

Number of Board Members

A total of forty-two participants reported this responsibility as a problem area.

The parties in conflict receiving the most responses were board versus board and board versus agency.

Many of the suggestions to reduce the number of conflicts were of a local nature rather than reflecting statutory change. However, of the legal suggestions proposed for clarification, that concerned with redistricting for equitable representation received the highest frequency of all the responsibilities in this category. The make-up of the board was generally felt to be more important than a mere number combination.

Expenses for Conventions

A sum of thirty-seven participants indicated this responsibility as causing administrative problems, with parties in conflict designated as board versus agency. The major suggestion for clarification was that the state auditor should be less restrictive for convention expenses and that the statutes should include such provision.

Meetings of the Board

This responsibility received twenty-two responses; however, only two of the responses were by superintendents. Fourteen board members saw board versus board as parties in conflict. The two superintendents and eight board members saw parties in conflict as board versus superintendent.

Suggestions for clarification would have the statutes amended so as to prescribe more precisely the number of meetings to be held and time and length of the meetings.

Election of Board Officers

Twenty-one participants responded to this responsibility. Seven superintendents and fourteen board members considered this responsibility as an administrative problem. However, in the parties in conflict, board versus board was reported more frequently than board versus superintendent.

Clarifications proposed were common in that the term of office of board officers be specified in the statutes. However, there was a difference of opinion as to whether the term should be four years or on the basis of annual rotation.

Power to Sue or Be Sued

Six superintendents and thirteen board members viewed this responsibility as an administrative problem. The parties in conflict were primarily board versus agency. The suggestion for clarification indicated most frequently was immunity from suit.

Election of Board Members

Eighteen responses were given to this responsibility, with parties in conflict being board versus agency. The suggestion most frequently

reported proposed equal representation through reapportionment. This parallels the recommendation for the responsibility pertaining to the number of board members considered earlier. In addition, some suggested all candidates should face the voter an equal number of times rather than be forced through an elimination procedure resulting from party primaries.

Legal Responsibilities Reported Infrequently

As shown in Tables II, III, and IV, the remaining responsibilities were infrequently reported.

III. PUPIL PERSONNEL AND SERVICES

Numerous responsibilities related to pupil personnel and services of local school boards in Louisiana are revealed in the statutes. However, the interview instrument was restricted to the responsibilities which had presented conflicts in administration. The final list included thirteen items.

Data concerned with administrative problems related to pupil personnel and services of local school boards, parties in conflict, and clarifications proposed are indicated in Tables V, VI, and VII. An analysis of these data indicating the responsibilities most widely reported presenting administrative problems, parties in conflict, and major clarifications proposed is presented in order of greatest frequency reported by participants.

Pupil Discipline

Six superintendents and forty board members reacted to this legal responsibility as presenting an administrative problem in their respective

TABLE V
LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED
TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All Mbrs.
	S	B	S	B	S	B	S	B	S	B			
1. Attendance of pupils in schools of adjoining parishes or cities	0	0	0	0	0	0	0	0	0	0	0	0	0
2. Per capita cost of instruction	0	0	0	0	0	0	0	0	0	0	0	0	0
3. Transportation for children attending any school subject to certain conditions	0	0	0	3	2	3	2	4	2	5	6	15	21
4. Administering the compulsory school attendance program	0	0	0	0	0	0	0	2	1	1	1	3	4
5. Securing its enforcement with other state and parish agencies	0	0	0	0	0	0	0	0	0	0	0	0	0
6. Employment of at least one competent qualified and certified visiting teacher	0	0	0	0	0	0	0	0	0	0	0	0	0
7. Appointing such additional visiting teachers as needed	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE V (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED
TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
8. Compensation	0	0	0	0	0	0	0	0	0	0	0	0	0
9. Duties	0	0	0	0	0	0	0	0	0	0	0	0	0
10. Pupil discipline	0	2	0	6	1	5	4	14	1	7	6	34	40
11. Establish and maintain special education and/or training facilities and classes	0	0	0	0	1	0	0	0	0	0	1	0	1
12. Free lunches for school children	0	0	0	0	1	2	3	4	0	3	4	9	13
13. School bus operators	0	0	0	0	1	2	1	4	1	0	3	6	9

TABLE VI
LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict											
	Supts.	Bd. Mbrs.	All	Bd.		Bd.		Bd.		Bd.		Bd.		Supt.	
				vs.		vs.		vs.		vs.		vs.		vs.	
				Bd.		Supt.		Comm.		Agency		Pers.		Comm.	
				S	B	S	B	S	B	S	B	S	B	S	B
1. Attendance of pupil	0	0	0												
2. Per capita cost of instruction	0	0	0												
3. Transportation for children attending any school subject to certain conditions	6	15	21	3	4	1		2	7	2	7	1	3	1	1
4. Administering the compulsory school attendance program	1	3	4					1	1	3		1			
5. Securing its enforcement with other state and parish agencies	0	0	0												
6. Employment of at least one competent qualified and certified visiting teacher	0	0	0												
7. Appointing such additional visiting teachers as needed	0	0	0												

TABLE VI (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED

TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict											
	Supts.	Bd.	All Mbrs.	Bd.	Bd.	Bd.	Bd.	Bd.	Supt.						
				vs.	vs.	vs.	vs.	vs.	vs.						
				Bd.	Supt.	Comm.	Agency	Pers.	Comm.						
				S	B	S	B	S	B	S	B	S	B		
8. Compensation	0	0	0												
9. Duties	0	0	0												
10. Pupil discipline	6	34	40	3	6	1	3	14	2	14	2	4	2		
11. Establish and maintain special educational and/or training facilities and classes	1	0	1							1					
12. Free lunches for school children	4	9	13	2	3	2	5	3	1	4		1	2	3	
13. School bus operators	3	6	9		3	2	2	1	1	3					

TABLE VII
NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
1. Attendance of pupils in schools of adjoining parishes or cities	0	0	0	0	0	0		
2. Per capita cost of instruction	0	0	0	0	0	0		
3. Transportation for children attending any school subject to certain conditions	0	1	2	2	4	9	Increased state allocations for transportation Buses should be system owned Stricter laws to prevent hazardous pick-up	5 2 2
4. Administering the compulsory school attendance program	0	0	0	2	0	2	The compulsory age of sixteen should not apply to the troublemaker	2
5. Securing its enforcement with other state and parish agencies	0	0	0	0	0	0		

TABLE VII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
6. Employment of at least one competent qualified and certified visiting teacher	0	0	0	0	0	0		
7. Appointing such additional visiting teachers as needed	0	0	0	0	0	0		
8. Compensation	0	0	0	0	0	0		
9. Duties	0	0	0	0	0	0		
10. Pupil discipline	0	1	1	0	0	2	Corporal punishment be legally authorized and clearly stated	2
11. Establish and maintain special education and/or training facilities and classes	0	0	1	0	0	1	Special education teacher allocation should be increased	1

TABLE VII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PUPIL PERSONNEL AND SERVICES OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
12. Free lunches for school children	0	0	1	2	0	3	Food distribution should be by commercial dispensing machines only Centralized kitchen and transport food to satellite schools Eliminate free lunches	1 1 1
13. School bus operators	0	0	0	0	1	1	Permanent bus operators should be less difficult to remove	1

systems. The board members indicated the greatest area of conflict to be board versus community and board versus agency. Agency, in this case, was designated as the legislative body due to the absence of more enforceable statutes. The responses of the superintendents were evenly distributed among parties in conflict. It is worthy of note that this is the first responsibility discussed which includes superintendent versus community as the parties in conflict.

As with many other responsibilities, the participants saw this responsibility as a local problem and the suggestions for clarification were not pertinent to legislative change. Therefore, only one basic suggestion was recorded. The suggestion was to authorize corporal punishment through a policy statement written in such clear and explicit terms that a universal understanding of its application would exist between professional school personnel and legal officials.

Transportation for Children Attending Any School Subject to Certain Conditions

Six superintendents and fifteen school board members reacted to this responsibility. They viewed the parties in conflict to be evenly distributed with the least conflict existing between the superintendent and the board.

This responsibility received the largest number of suggested clarifications for improvement. Five of these suggestions proposed increased state allocations for transportation. Two suggestions were that buses be owned by the system, and two suggestions were for stricter laws to prevent hazardous pick-up of children.

Legal Responsibilities Reported Infrequently

As shown in Tables V, VI, and VII, the remaining responsibilities were reported in a very limited number of instances.

IV. PROFESSIONAL PERSONNEL

West's Louisiana Statutes Annotated, Revised Statutes, include many responsibilities related to professional personnel employed by local school boards. Therefore, the interview instrument was divided into four sections under professional personnel, namely: the superintendent, which included eight responsibilities; central office staff, which included seven responsibilities; principals and classroom teachers, which included five responsibilities; and benefit laws, which included thirteen responsibilities. Thus, a total of thirty-three items was considered in this final list of responsibilities for professional personnel.

In Tables VIII, IX, and X, data concerned with administrative problems related to professional personnel of local school boards, parties in conflict, and clarifications proposed are indicated. These data have been analyzed in terms of the size of school system, the official agency reporting, that is, superintendent or board member, the parties involved in conflict, and major clarifications proposed. Problem areas are reported and analyzed in terms of cumulative frequencies indicated by superintendents and board members.

The Superintendent

Data pertaining to the position of the local school superintendent are presented in the succeeding paragraphs.

TABLE VIII
LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED
TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
1. Parish superintendent of schools													
a. Selection	0	0	0	4	1	5	1	17	1	6	3	32	35
b. Compensation	0	0	0	1	1	2	0	8	1	5	2	16	18
c. Dual office holding or engaging in other activities	0	0	0	0	0	0	0	0	0	0	0	0	0
d. Qualifications	0	0	0	0	1	4	0	7	1	6	2	17	19
e. Removal, resignation or termination	0	0	0	0	1	2	1	0	1	0	3	2	5
f. Term of office	0	0	0	0	0	0	0	0	0	0	0	0	0
g. Location of office	1	5	0	0	0	0	0	0	0	0	1	5	6
h. Duties	0	0	0	2	1	4	1	4	0	0	2	10	12
2. Central office staff													
a. Selection	0	2	1	2	1	6	1	6	3	8	6	24	30

TABLE VIII (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
b. Compensation	0	2	0	0	1	2	1	5	1	3	3	12	15
c. Dual office holding or engaging in other activities	0	0	0	0	0	0	0	0	0	0	0	0	0
d. Qualifications	0	0	0	0	0	0	0	0	0	0	0	0	0
e. Removal, resignation or termination	0	3	0	0	0	0	3	13	0	0	3	16	19
f. Term of office	0	3	1	2	0	0	0	0	0	0	1	5	6
g. Duties	0	0	0	0	0	0	0	0	0	0	0	0	0
3. Principals and classroom teachers													
a. Selection and appointment	0	0	1	5	1	1	1	7	1	4	4	17	21
b. Transfer	1	6	0	1	0	0	3	15	0	0	4	22	26
c. Compensation	1	6	0	0	2	4	1	4	2	2	6	16	22

TABLE VIII (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
d. Duties	0	0	0	0	0	0	0	0	0	0	0	0	0
e. Contracts	1	5	1	4	1	1	2	8	0	0	5	18	23
4. Benefit laws													
a. Oaths	0	0	0	0	0	0	0	0	0	0	0	0	0
b. Tenure	1	4	2	7	2	4	4	16	4	8	13	39	52
c. Sabbatical leave	1	6	1	2	2	4	3	9	1	6	8	27	35
d. Sick leave	0	1	0	0	0	0	0	0	1	1	1	2	3
e. Military leave	0	0	0	0	0	0	0	0	0	0	0	0	0
f. Maternity leave	0	0	0	0	0	0	0	0	1	3	1	3	4
g. Leave without pay	0	0	0	0	0	0	0	0	0	0	0	0	0
h. Retirement	0	0	1	0	0	0	0	0	1	2	2	2	4

TABLE VIII (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
i. Tax-sheltered annuities	0	0	0	0	0	0	0	0	0	0	0	0	0
j. Group life insurance	0	0	0	0	1	2	0	0	0	0	1	2	3
k. Group hospital insurance	0	0	0	0	0	0	0	0	0	0	0	0	0
l. Workmen's compensation	0	0	0	0	0	0	0	0	0	0	0	0	0
m. Workshops and institutes	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE IX
LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict									
	Supt.	Bd.	All Mbrs.	Bd.		Bd.		Bd.		Bd.		Bd.	
				vs.		vs.		vs.		vs.		vs.	
				Bd.		Supt.		Comm.		Agency		Pers.	
				S	B	S	B	S	B	S	B	S	B
1. Parish superintendent of schools													
a. Selection	3	32	35	3	19	2	12	1	9			1	11
b. Compensation	2	16	18		1	1	7	1	2	1	9	8	1
c. Dual office holding or engaging in other activities	0	0	0										
d. Qualifications	2	17	19		7	1	2			1	4	1	4
e. Removal, resignation or termination	3	2	5			3	2			2	1		
f. Term of office	0	0	0										
g. Location of office	1	5	6		1			1	2	1	3		
h. Duties	2	10	12		2	2	8					1	1

TABLE IX (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict													
	Supt.	Bd.	All Mbrs.	Bd.		Bd.		Bd.		Bd.		Bd.		Supt.			
				vs. Bd.	Supt.	vs. Supt.	vs. Comm.	Agency	vs. Agency	vs. Pers.	vs. Comm.						
												S	B	S	B	S	B
<hr/>																	
2. Central office staff																	
a. Selection	5	24	29	1	4	2	6	1	2	1		1	13	2			
b. Compensation	3	12	15		3	2	4		1		2	1	7				
c. Dual office holding or engaging in other activities	0	0	0														
d. Qualifications	0	0	0														
e. Removal, resignation or termination	3	16	19											3	16		
f. Term of office	1	5	6											1	5	1	2
g. Duties	0	0	0														

TABLE IX (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict							
	Supt.	Bd.	All Mbrs.	Bd. vs. Bd.	Bd. vs. Supt.	Bd. vs. Comm.	Bd. vs. Agency	Bd. vs. Pers.	Supt. vs. Comm.		
				S	B	S	B	S	B	S	B
3. Principals and classroom teachers											
a. Selection and appointment	4	17	21	1	5	3	5	1	5	1	11
b. Transfer	4	22	26					4	19	4	22
c. Compensation	6	16	22	1	2		1	3	6	12	4
d. Duties	0	0	0								
e. Contracts	5	18	23	2	6			5	16	4	12
4. Benefit laws											
a. Oaths	0	0	0								
b. Tenure	13	39	52	3	14	8		13	27	4	17
c. Sabbatical leave	8	27	35	3				7	26	2	11
d. Sick leave	1	2	3	1	1			1		1	

TABLE IX (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict							
	Supt.	Bd.	All Mbrs.	Bd.	Bd.	Bd.	Bd.	Bd.	Supt.		
				vs.	vs.	vs.	vs.	vs.	vs.		
				Bd.	Supt.	Comm.	Agency	Pers.	Comm.		
				S	B	S	B	S	B	S	B
e. Military leave	0	0	0								
f. Maternity leave	1	3	4	2				1	1	1	
g. Leave without pay	0	0	0								
h. Retirement	2	2	4					2	1	1	1
i. Tax-sheltered annuities	0	0	0								
j. Group life insurance	1	2	3	1						1	2
k. Group hospital insurance	0	0	0								
l. Workmen's compensation	0	0	0								
m. Workshops and institutes	0	0	0								

TABLE X
NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
1. Parish superintendent of schools								
a. Selection	0	1	1	4	1	7	Should select superintendent from within the system	3
							An applicant screening committee prescribed	1
							The position openly advertised	1
							Should be from outside the system	1
							An internship should be developed	1
b. Compensation	0	2	2	4	2	10	Salary for superintendents should be in ratio to the teacher salary schedule with experience, education and size of system considered	8
							Salary increase should be at the time of increases for other professional personnel	2
c. Dual office holding	0	0	0	0	0	0		

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
d. Qualifications	0	0	3	3	2	8	Certification should include business administration, school law, and public relations Serve an internship Certification include a doctorate degree	6 1 1
e. Removal, resignation or termination	0	0	0	1	1	2	After a certain age the super- intendent should have the option to move into a less responsible job to complete retirement requirements rather than being dismissed	2
f. Term of office	0	0	0	0	0	0		
g. Location of office	0	0	0	0	0	0		
h. Duties	0	0	0	0	0	0		

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
2. Central office staff								
a. Selection	1	0	0	1	0	2	The law should state that each board shall have a written promotion policy and such policy would be reviewed periodically for all professional personnel	2
b. Compensation	1	0	0	1	2	4	A state ratio plan should be standardized based on the State salary schedule Increase in salaries should be from teacher to superintendent at the same time	3 1
c. Dual office holding	0	0	0	0	0	0		
d. Qualifications	0	0	0	0	0	0		

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
e. Removal, resignation or termination	1	0	0	2	0	3	Promotions should not acquire immediate tenure Internship or acting promotions should be required first	2 1
f. Term of office	0	0	0	0	0	0		
g. Duties	0	0	0	0	0	0		
3. Principals and classroom teachers								
a. Selection	0	0	1	4	1	6	Each local board will provide a special administrator of professional personnel	6
b. Transfer	2	1	0	2	0	5	Transfer should be at the dis- cretion of the superintendent and the board An outside agency should not direct the board as to teacher transfer	3 1

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
							Transfer is too dependent upon court integration rulings	1
c. Compensation	2	0	3	2	2	9	The State should greatly expand the teacher salary schedule and appropriate when it legislates	6
							The State should have a dedicated state sales tax	3
d. Duties	0	0	0	0	0	0		
e. Contracts	1	1	1	2	0	5	A state screening office should be developed to coordinate teacher contracts to prevent a board from hiring a teacher that has already signed a contract with another board; this board would also have the power to revoke teaching certificates for violation of contract	5

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
4. Benefit laws								
a. Oaths	0	0	0	0	0	0		
b. Tenure	3	4	2	8	4	21	<p>This statute should receive a thorough study by the best minds available as determined by the <u>L.T.A.</u>, <u>L.S.B.A.</u>, <u>P.T.A.</u>, and State Legislature, proposing a less technical law with more and explicitly defined reasons for dismissing a teacher</p> <p>School board authorization to dismiss a small percentage of teachers each year upon the recommendation of the superintendent and approval of the board</p> <p>The tenure law needs revision to provide for the differences in competency of Negro teachers as they are evaluated by white teacher standards</p> <p>The tenure law should be for five year intervals</p>	<p>11</p> <p>7</p> <p>1</p> <p>1</p>

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
							Remove automatic tenure in promotions	1
c. Sabbatical leave	3	2	4	7	3	19	The local board should have more specific authority in granting the leave	6
							The State should pay the cost of sabbaticals and standardize the amount to be paid personnel while on leave	6
							Percentage of leaves allowed annually should be reduced	5
							Teacher should be obligated to return to the system for at least one school year	2
d. Sick leave	1	0	0	0	2	3	Sick leave should be less liberal and standardized across the state	2
							Sick leave time should be unlimited when illness is diagnosed as terminal	1
e. Military leave	0	0	0	0	0	0		

TABLE X (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO PROFESSIONAL PERSONNEL OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
f. Maternity leave	0	0	0	0	1	1	State policy on when leave should begin and when it should end	1
g. Leave without pay	0	0	0	0	0	0		
h. Retirement	0	1	0	0	1	2	State policy on payment of accumulated sick leave applied state-wide	2
i. Tax-sheltered annuities	0	0	0	0	0	0		
j. Group life insurance	0	0	1	0	0	1	Teachers should have better salaries and select own insurance	1
k. Group hospital insurance	0	0	0	0	0	0		
l. Workmen's compensation	0	0	0	0	0	0		
m. Workshops and institutes	0	0	0	0	0	0		

Selection. It is evident by the data recorded that board members were more willing to respond with regard to the superintendency than were the superintendents. This responsibility was reported by three superintendents and thirty-two board members. They considered three primary parties to be in conflict with reference to this item. They were: board versus board; board versus superintendent; and board versus personnel. The major clarification proposed was the mandatory selection of the superintendent from within the system. However, the respondents proposed that a screening committee be devised to enable a smooth transition of superintendents and the selection of the proper person for their system. The participants were also interested in an internship training program for superintendents. As shown in Table X, only a limited number stated their concern strongly enough to make their suggestions applicable to other systems through legislative change.

Compensation. This responsibility received the response of only two superintendents. Sixteen board members said this responsibility had presented an administrative problem. Numerous parties were in conflict with minimum controversy existing within the board and superintendent versus community. The major clarification proposed was an effort to establish some criteria to serve as a basis for a proper and equitable salary and to eliminate extreme differentiation among superintendents' salaries in neighboring parishes.

Qualifications. Many of the participants were reluctant to indicate their suggestions to specific and tangible points which might be incorporated into a legal statute. However, two superintendents and seventeen board members believed this responsibility had created an

administrative problem for their systems. The chief parties in conflict were board versus board. These respondents saw a real need for certification of superintendents to provide for at least a minor in business administration, at least one course in school law, and as much training in public relations as possible. This suggestion was based upon a conviction that public school operation is "big business," and the public needs a better understanding of the complexities of its operation.

Central Office Staff

Data concerned with the central office staff follows.

Selection. Five superintendents and twenty-four board members indicated this responsibility as an administrative problem. The superintendents saw parties in conflict as being equally divided among all agencies while the board members revealed that in the process of selection of central office staff members, the parties in greatest conflict were board versus personnel. The one suggestion for clarification of the problem and to reduce conflict to a minimum was a well written promotion policy with all professional personnel aware and acquainted with the procedures of such a policy.

Compensation. This responsibility received fifteen responses. In Table IX was revealed the parties most frequently in conflict to be board versus personnel. This conflict was reported to result from a difficulty in establishing salary increments different from principals and classroom teachers. The concern here was not so much the amount but the relationship to the basic teacher salary schedule. This was reflected in the suggestion that a state ratio plan be established based upon the State teacher minimum salary schedule.

Removal, resignation, or termination. This responsibility was considered to be a problem causing parties in conflict to be board versus personnel due to tenure status for positions as a result of promotion. Three superintendents and sixteen board members regarded this responsibility in such a manner. The suggestions to lessen the problem were to provide internship programs, appointment to acting positions, or to require a probationary period for each position prior to tenure. The last suggestion has already been incorporated in the State tenure law.

Although all of the remaining responsibilities were virtually unreported, the total absence of response to qualifications was noteworthy. The participants indicated reliance upon state certification standards, recommendations of the superintendent, and the experience of the individual.

Principals and Classroom Teachers

Information pertaining to the positions of the school principal and classroom teacher follows.

Selection. Since the success of a school system depends upon teacher success in the classroom and principal effectiveness as building administrator, much emphasis should be given to the selection of such persons. However, as has been recorded in Table VIII, only five superintendents and twenty-four board members responded to this responsibility. They reported parties in conflict to be primarily board versus personnel. The lack of response on such an important responsibility was not as great as Table VIII indicates. The participants felt that state certification, demand exceeding a preferred supply, the numbers involved, and salary conditions are conditions which prevent serious selectivity.

However, the major clarification proposed seeks to improve selectivity by state statute creating within each local board a position for special administrator for professional personnel.

Transfer. According to superintendents and board members the transferring of teacher personnel within a system was a problem which existed previously. However, the issue has been compounded in systems under court order to integrate their faculties. Four superintendents and twenty-two board members considered parties in conflict to be the board versus agency and board versus personnel. It was suggested that transfer of teachers be at the discretion of the superintendent with board approval.

Compensation. As reported in the section pertaining to the superintendent and the section pertaining to the central office staff, the State teacher salary schedule enacted by the State Legislature is a most basic concern. In Table VIII it was revealed that six superintendents and sixteen board members were concerned about this issue as a state-wide concern. The parties in conflict were board versus agency, board versus personnel, and board versus community. Board versus community was considered to be high in conflict when tax elections are called and defeated. Considerable conflict was reported in board versus personnel when the board was split on the issue or failed to call a tax election for salary adjustment purposes. The real conflict appeared to be between the board versus agency with the State Legislature being the agency. In Table X was depicted this viewpoint in terms of the proposed suggestions of expanding teacher salary legislation, appropriating the money immediately to support the legislation, and dedicating a state sales tax

to the support of public education, specifically salaries.

Contracts. The most common and immediate reaction to this responsibility was that teacher contracts were merely a formality. Five superintendents and eighteen school board members indicated that this was an administrative problem. They saw the parties in conflict as primarily board versus personnel. However, board versus agency also appeared as parties in conflict. The agency was denoted as the Louisiana Teachers Association and the teacher preparatory institution for not instilling in teachers the professionalism of honoring contracts. The paramount suggestion for clarification was the establishment of a clearing house at the State level whereby contract agreements would be immediately recorded. Each school board would be responsible for checking with such an agency to prohibit the employment of a teacher under contract in another system. It was the consensus of the reporting superintendents and board members that teachers who enter into a double contract or arbitrarily break a contract should be subjected to some penalty such as the revoking of the teaching certificate.

Benefit Laws

An analysis of data pertaining to benefit laws follows.

Tenure. This responsibility received the most reaction from both superintendents and board members. Thirteen superintendents and thirty-nine board members were reported as viewing this responsibility as a definite administrative problem.

The major parties in conflict were board versus agency. The primary agency with which the local school board was in conflict was the State Legislature. Conflict in board versus personnel and within the

board membership was evident where the problem of tenure exists. It was indicated by many board members that the Louisiana School Boards Association has repeatedly adopted resolutions which seek to encourage some modification of the tenure law by the State Legislature. However, no action has been taken by this body.

The legal responsibility of local boards concerning tenure status of professional personnel received the largest number of suggestions for clarification of any responsibility included in the study. Many of the suggestions, however, pertained to individual cases and systems. Suggestions of a legal nature that could be applied state-wide were recorded in Table X. Without exception, the participants were concerned that the good points of the law would not be lost in revision. They did believe the following suggestions would help lessen conflicts: provide a select study group to reduce the law to less technical language with more specific reasons given for the teacher dismissal; provide the school board with authorization to dismiss a small per cent of teachers each year; provide for the difference in the performance of Negro and white teachers; and provide for a review of the tenure law every five years.

Sabbatical leave. Only eight superintendents and twenty-seven board members revealed that the sabbatical leave law presented administrative problems. The parties in conflict were again, board versus personnel, and board versus agency. The respondents considered that the local board should have more specific authority in granting the leaves, especially since the local board financed the leaves. Also, it was suggested that the State assume some responsibility for subsidizing a part or all of the cost of sabbatical leaves granted.

Legal Responsibilities Reported Infrequently

As shown in Tables VIII, IX, and X, the remaining responsibilities were infrequently reported.

V. FISCAL AFFAIRS

West's Louisiana Statutes, Annotated, Revised Statutes, included many responsibilities related to fiscal affairs of local school boards in Louisiana. However, the interview instrument included twenty-four items.

Data concerned with legal responsibilities presenting administrative problems related to fiscal affairs of local school boards, parties in conflict, and clarifications proposed are reported in Tables XI, XII, and XIII. An analysis of these data is presented in the following paragraphs.

Number and Location of Schools

The most common idea associated with this responsibility is consolidation. This is supported by the fact that ten superintendents and thirty-six board members felt the responsibility to be an administrative problem concerning the consolidation of schools. They viewed the parties in conflict as board versus board, board versus community, and board versus agency. The most serious conflict seems to occur within the community in regard to this responsibility. The major suggestion expressed the need for a proper plan with less vacillating as to its enforcement. Closely following this idea was a need for authority to engage the services of a professional public relations firm to help the public understand the problems and the services to be garnered from the decisions of the board.

TABLE XI
LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED
TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
1. Number and location of schools	1	6	2	6	1	3	3	13	3	8	10	36	46
2. May establish such public schools and classes as deemed necessary as nursery, kindergarten, adult, and special	1	2	1	1	0	0	0	0	1	1	3	4	7
3. Operate part time schools	0	0	0	0	0	0	0	0	0	0	0	0	0
4. Aid to nonpublic schools	0	0	0	0	0	0	0	6	0	0	0	6	6
5. Receive and purchase land or school sites	1	3	0	0	0	0	0	0	0	0	1	3	4
6. Securing all funds destined for the support of schools	0	0	0	0	0	0	1	3	1	3	2	6	8
7. Rent sixteenth section lands, including rights-of-way	0	0	0	0	0	0	1	5	0	0	1	5	6
8. Sell, lease or dispose of public or private sale sites, buildings or personal property not used	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE XI (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
9. Adopt an annual budget based on expected revenues and probable expenditures and transmit same to state budget committee on education	1	6	0	3	2	4	3	3	3	4	9	20	29
10. Use of facsimile signature in signing checks	0	0	0	0	0	0	0	0	0	0	0	0	0
11. Invest surplus funds	0	0	0	0	0	1	0	3	1	2	1	6	7
12. Purchase insurance	0	0	0	0	0	0	0	0	1	3	1	3	4
13. Create school districts comprising whole or part of parish	0	0	0	0	0	0	1	5	0	0	1	5	6
14. Establish general fund and deposit available revenue for day by day operation of schools	0	0	0	0	0	0	0	0	0	0	0	0	0
15. Levy the five mill constitutional tax	0	0	0	2	0	0	0	0	0	0	0	2	22

TABLE XI (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts.	Bd.	All
	S	B	S	B	S	B	S	B	S	B			
16. Levy the seven mill maintenance and operation tax subject to certain conditions	0	0	0	0	0	0	1	5	0	0	1	5	6
17. Levy the five mill building, repair and equipment tax subject to certain conditions	0	0	0	0	0	0	1	5	0	0	1	5	6
18. Levy the seven mill special leeway tax subject to certain conditions	0	0	0	0	0	0	1	5	0	0	1	5	6
19. Levy a bond and interest tax subject to certain conditions	0	0	0	0	0	0	1	5	0	0	1	5	6
20. Levy a sales tax to supplement teachers salaries and/or for general operations	1	6	1	4	1	2	2	9	1	3	6	24	30
21. Receive income from rent, lease of school property	0	0	0	0	0	0	0	0	0	0	0	0	0
22. Receive contributions	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE XI (continued)

LEGAL RESPONSIBILITIES PRESENTING ADMINISTRATIVE PROBLEMS RELATED

TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Group										Total		
	I		II		III		IV		V		Supts. Bd.		All
	S	B	S	B	S	B	S	B	S	B	Mbrs.		
23. Securing the additional funds needed to operate the free school lunch program	0	0	0	0	0	0	1	4	0	0	1	4	5
24. Policies concerned with purchasing	0	0	0	0	0	0	3	8	1	2	4	10	14

TABLE XII
LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict										
	Supt.	Bd.	All Mbrs.	Bd.		Bd.		Bd.		Bd.		Bd.		Supt.
				vs.		vs.		vs.		vs.		vs.		
				Bd.		Supt.		Comm.		Agency		Pers.		Comm.
				S	B	S	B	S	B	S	B	S	B	S
1. Number and location of schools	10	36	46	1	11			3	8	29	7	17		3
2. May establish such public schools and classes as deemed necessary as nursery, kindergarten, adult, and special	3	4	7				1		1	2	2	2	1	1
3. Operate part time schools	0	0	0											
4. Aid to nonpublic schools	0	6	6		5				6		5			
5. Receive and purchase land or school sites	1	3	4		3			1		1				
6. Securing all funds destined for the support of schools	2	6	8		1	1	2	1	3					1
7. Rent sixteenth section lands, including rights-of-way	1	5	6					1	5					
8. Sell, lease or dispose of public or private sale sites, buildings or personal property not used	0	0	0											

TABLE XII (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict							
	Supt.	Bd.	All Mbrs.	Bd.	Bd.	Bd.	Bd.	Bd.	Supt.		
				vs.	vs.	vs.	vs.	vs.	vs.		
				Bd.	Supt.	Comm.	Agency	Pers.	Comm.		
				S	B	S	B	S	B	S	B
9. Adopt an annual budget based on expected revenues and probable expenditures and transmit same to state budget committee on education	9	20	29	1				9	20		
10. Use of facsimile signature in signing checks	0	0	0								
11. Invest surplus funds	1	6	7	3	3			1	2		
12. Purchase insurance	1	3	4	1	2			1	3		
13. Create school districts comprising whole or part of parish	1	5	6	3		1	3			1	
14. Establish general fund and deposit available revenue for day by day operation of schools	0	0	0								
15. Levy the five mill constitutional tax	0	2	2					2			

TABLE XII (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED
TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict									
	Supt.	Bd.	All Mbrs.	Bd. vs. Bd.	Bd. vs. Supt.	Bd. vs. Comm.	Bd. vs. Agency	Bd. vs. Pers.	Supt. vs. Comm.				
	S	B		S	B	S	B	S	B	S	B	S	B
16. Levy the seven mill maintenance and operation tax subject to certain conditions	1	5	6			1	5	1	5			1	5
17. Levy the five mill building, repair and equipment tax subject to certain conditions	1	5	6			1	5	1	5			1	5
18. Levy the seven mill special leeway tax subject to certain conditions	1	5	6			1	5	1	5			1	5
19. Levy a bond and interest tax subject to certain conditions	1	5	6			1	5	1	5			1	5
20. Levy a sales tax to supplement teachers salaries and/or for general operations	6	24	30	2	8	1	6	2	6	4	12	4	11
21. Receive income from rent, lease of school property	0	0	0										

TABLE XII (continued)

LEGAL RESPONSIBILITIES PRESENTING PARTIES IN CONFLICT RELATED

TO THE FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Total			Parties in Conflict									
	Supt.	Bd.	All Mbrs.	Bd. vs. Bd.	Bd. vs. Supt.	Bd. vs. Comm.	Bd. vs. Agency	Bd. vs. Pers.	Supt. vs. Comm.				
				S	B	S	B	S	B	S	B	S	B
22. Receive contributions	0	0	0										
23. Securing the additional funds needed to operate the free school lunch program	1	4	5			1	4	1					
24. Policies concerned with purchasing	4	10	14	1	6	1	1	6	1				

TABLE XIII

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
1. Number and location of schools	3	1	2	6	4	16	State-wide plans for consolidation should be developed, strictly adhered to, enforced, and assistance given in public relations	10
							Total authority should rest with the local board	4
							Teacher allocation should be based on what is and not what would be if schools were consolidated	1
							Locate schools by a vote of the people	1
2. May establish such public schools and classes as deemed necessary as nursery, kindergarten, adult, and special	0	1	0	0	1	2	Kindergartens should be mandatory	1
							No outside agency such as Headstart should be allowed to supervise programs within the school system	1

TABLE XIII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
3. Operate part time schools	0	0	0	0	0	0		
4. Aid to nonpublic schools	0	0	0	5	0	5	State support No state support	3 2
5. Receive and purchase land or school sites	3	0	0	0	0	3	School boards should be granted authority to investigate a prospective site to estimate more accurately the prepara- tion cost beyond the initial cost	3
6. Securing all funds destined for the support of schools	0	0	0	0	0	0		
7. Rent sixteenth section lands, including rights-of-way	0	0	0	2	0	2	The State should require the same proportion of the sales tax as it does the severance tax	2

TABLE XIII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
8. Sell, lease or dispose of public or private sale sites, buildings or personal property not used	0	0	0	0	0	0		
9. Adopt an annual budget based on expected revenues and probable expenditures and transmit same to state budget committee on education	2	5	3	3	3	16	State revenues forwarded to local boards one month prior to beginning of fiscal year July 1 Severance and impacted funds made more reliable and co- ordinated with the budget date Remove budget date and change to so many days following the receipt of state revenues Appropriations be made in two year intervals Special session of the Legislature to consider educational needs only	8 3 2 2 1
10. Use of facsimile signature in signing checks	0	0	0	0	0	0		

TABLE XIII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
11. Invest surplus funds	0	0	0	0	0	0		
12. Purchase insurance	0	0	0	0	0	0		
13. Create school districts comprising whole or part of parish	0	0	0	2	0	2	Tax districts should be system-wide only	2
14. Establish general fund and deposit available revenue for day by day operation of schools	0	0	0	0	0	0		
15. Levy the five mill constitutional tax	0	0	0	0	0	0		
16. Levy the seven mill main- tenance and operation tax subject to certain conditions	0	0	0	2	0	2	Equalization of tax base; an equitable assessment Remove the ten year exemption for industries	1 1

TABLE XIII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
17. Levy the five mill building, repair and equipment tax subject to certain conditions	0	0	0	2	0	2	Equalization of tax base; an equitable assessment Remove the ten year exemption for industries	1 1
18. Levy the seven mill special leeway tax subject to certain conditions	0	0	0	2	0	2	Equalization of tax base; an equitable assessment Remove the ten year exemption for industries	1 1
19. Levy a bond and interest tax subject to certain conditions	0	0	0	2	0	2	Equalization of tax base; an equitable assessment Remove the ten year exemption for industries	1 1
20. Levy a sales tax to supplement teachers salaries and/or for general operations	2	3	3	6	1	15	State sales tax dedicated to teacher salaries only	7

TABLE XIII (continued)

NUMBER AND NATURE OF CLARIFICATIONS PROPOSED TO IMPROVE LEGAL RESPONSIBILITIES
RELATED TO FISCAL AFFAIRS OF LOCAL SCHOOL BOARDS IN LOUISIANA

Legal Responsibility	Number of Clarifications Reported by Groups						Major Clarifications Proposed	Frequency
	I	II	III	IV	V	Total		
							Local boards hire professional public relations firms to handle tax elections	5
							Surplus sales tax money be used at the discretion of local boards	3
21. Receive income from rent, lease of school property	0	0	0	0	0	0		
22. Receive contributions	0	0	0	0	0	0		
23. Securing the additional funds needed to operate the free school lunch program	0	0	0	0	0	0		
24. Policies concerned with purchasing	0	0	0	2	3	5	Centralized purchasing should be mandatory	3
							The bid limit of \$1,000 for purchase of items for operation should be extended to \$3,000	2

Adopt an Annual Budget

Nine superintendents and twenty board members saw this responsibility as creating an administrative problem. Those responding saw the parties in conflict to be board versus agency. This conflict was the most isolated case of parties in conflict in the entire study. The major suggestion may prove to be too much to achieve but is certainly commendable. It was felt that if state revenues were made available to local boards prior to the beginning of the fiscal year, including severance funds and moneys for federally impacted areas, local boards could certainly meet the budget date now prescribed. Otherwise, it was suggested that the date simply be a suggested date only. Thus, they would feel less guilty about lack of promptness and error in estimates.

Levy a Sales Tax

The local sales tax was reported to be an administrative problem by six superintendents and twenty-four board members. It has created conflict in every combination listed in the study. This is the only responsibility that involved so many parties in conflict. Financing public education is a complex and difficult task. Teacher salaries compose a major portion of the cost. Thus, the participants responding to this responsibility felt it could be better financed at the State level with a state sales tax dedicated to teacher salaries. At whatever level the tax should be offered to the public for vote, the participants suggested authorization to employ professional public relations firms to inform and help the people understand the need.

Policies Concerned with Purchasing

Parties in conflict were board versus board and board versus community, according to four superintendents and ten board members. The conflicts appeared in smaller school systems where the board member of each ward approved spending in his ward, and in larger systems where purchasing could best be served without bidding in many cases. The two suggestions proposed would require centralized purchasing and raising the bid limit to allow more individual negotiations for the equipment desired.

Legal Responsibilities Reported Infrequently

As shown in Tables XI, XII, and XIII, the remaining responsibilities were reported in a limited manner.

VI. SUMMARY

The data presented in preceding tables give evidence that the highest degree of reaction by the participants in the study was to the legal responsibilities as listed in the section on the internal operation of local school boards. The section on pupil personnel and services received the fewest responses from the participants. Each section had one responsibility which was distinct from the remaining responsibilities. Teacher tenure law in the section on professional personnel received the highest number of responses, a total of fifty-two. Qualification of board members in the section dealing with internal operation of local school boards received the second highest number of responses, a total of forty-eight, and number of board members in this section ranked fourth with a total of forty-two. Number and location of schools in the section

on fiscal affairs received a total response of forty-six which was third place for number of responses. Pupil discipline, in the section on pupil personnel and services, received a total response of forty, placing this responsibility in fifth place. The responses of the superintendents concerning each of these responsibilities were in the same rank order with respect to number as were those of board members.

The participants reported the primary parties in conflict for each of the five legal responsibilities most often recorded as administrative problems to be: board versus agency for teacher tenure; board versus board for qualification of board members; board versus community for number and location of schools; board versus board for number of board members; and board versus agency for pupil discipline.

The most frequently proposed suggestions for clarification for each of the five top legal responsibilities were: this statute should receive thorough study by the best minds available as determined by the Louisiana Teachers Association, Louisiana School Boards Association, Louisiana State Parent-Teacher Association, and the Louisiana State Legislature, with the intent of proposing a less technical tenure law with more and explicitly defined reasons for dismissing a teacher; successful business administration experience for qualification of board members; the development of state-wide plans for consolidation which should be strictly adhered to, enforced, and assistance provided in public relations, for number and location of schools; redistrict each system for equitable representation for number of board members; and corporal punishment authorized and clearly stated for the problem of pupil discipline.

CHAPTER V

SUMMARY AND CONCLUSIONS

I. SUMMARY

The primary purposes of this study were to determine the selected legal responsibilities of local school boards which have presented administrative problems, to determine the parties in conflict with respect to each responsibility, and to determine the suggestions which superintendents and local board members have for clarifying the problem area.

According to the literature surveyed, the school board in the local district is the agency named by the State to represent views of the people in the local district and to execute regulations of the State Board. The local board is charged with the responsibility to recognize the educational needs and desires of the people and incorporate them into active policies and functional programs.¹

The superintendent of schools is employed by the local board of education to serve as its executive officer to implement board policies. He is a professional adviser to the board, the chief administrator in charge of operating the schools, the instructional leader of the staff, and the major focus of responsibility and influence within the entire local school district.²

¹American Association of School Administrators, Roles, Responsibilities, Relationships of the School Board, Superintendent, and Staff, Op. cit., p. 4.

²Loc. cit.

The impetus of change politically, socially, and economically has developed serious conflicts which have changed both the work of school boards and the superintendent. If the school system is to achieve stable ground, the school board and the superintendent of schools must cooperate and should be cognizant at all times of their respective places in the community as well as their roles in the school system.

To create and sustain a professional climate and operational procedures that call forth and use the full creative capacities of all employees in the attainment of education goals is the prime responsibility of school administration. By its very nature, a call must be issued for common understandings, mutual respect, and a full measure of confidence among all who work in the schools and all who serve on the school board. There is no place in this mutual responsibility for authoritarian methods or selfish advantage-seeking, even though, as H. Thomas James has so appropriately said: "Conflict is an inevitable part of the process by which cooperative efforts are made."³

Upon completion of the survey of related literature, an examination of the statutes was made in order to select the list of legal responsibilities about which the superintendents and the school board members were to be interviewed. After validation of the selected list, an interview instrument was constructed and the participants selected for the study.

Data were collected from fifteen superintendents and sixty-two local board members. The data were analyzed and the salient points were

³James, loc. cit.

revealed.

II. CONCLUSIONS

In Table XIV are presented the conclusions which appear to be warranted in this study. The principal problem areas have been identified by school board members and parish superintendents of schools in terms of the four categories of legal responsibilities. In addition, the principal parties in conflict as well as the principal suggestion proposed by participants in the study for clarifying each problem area are indicated. Responsibilities reported by a limited number of participants were excluded from the summary.

The following highlights are significant features which merit specific comment:

1. The teacher tenure law presented the most difficult administrative problem followed by qualification of board members, number and location of schools, number of board members, and discipline of pupils.
2. Parties in conflict were board versus board, board versus community, board versus agency, and board versus personnel. Board versus superintendent and superintendent versus community were determined not to be parties in conflict.
3. The suggestions to clarify the legal responsibilities which present administrative problems as reported in this study would necessitate legislative action consequently affecting all the local public school systems in the State of Louisiana.

TABLE XIV
CONCLUSIONS IN TERMS OF
PRINCIPAL PROBLEM AREAS, PARTIES IN CONFLICT, AND SUGGESTIONS FOR CLARIFICATION

Category	Principal Problem Areas	Principal Parties in Conflict	Principal Suggestion for Clarification
The Internal Operation of Local School Boards	1. Qualifications of board members	Bd. vs. Bd.	Successful business administration experience
	2. Number of board members	Bd. vs. Bd.	Redistrict each system for equitable representation
	3. Expenses for conventions	Bd. vs. Agency	Expense allowance less restrictive
	4. Meetings of the board	Bd. vs. Bd.	Meetings convenient for public attendance, preferably at night
	5. Election of board officers	Bd. vs. Bd.	Statutes state specific length of term
	6. Power to sue or be sued	Bd. vs. Agency	Immunity from suit
	7. Election of board members	Bd. vs. Agency	Equal representation through reapportionment
Pupil Personnel and Services	1. Pupil discipline	Bd. vs. Agency	Corporal punishment be legally authorized and clearly stated

TABLE XIV (continued)

CONCLUSIONS IN TERMS OF

PRINCIPAL PROBLEM AREAS, PARTIES IN CONFLICT, AND SUGGESTIONS FOR CLARIFICATION

Category	Principal Problem Areas	Principal Parties in Conflict	Principal Suggestion for Clarification
	2. Transportation for children attending any school subject to certain conditions	Bd. vs. Bd.	Increased state allocation for transportation
Professional Personnel	1. The Superintendent		
	a. Selection	Bd. vs. Bd.	Should select superintendent from within the system
	b. Compensation	Bd. vs. Agency	Salary for superintendents should be in ratio to the teacher salary schedule, with experience, education, and size of system considered
	c. Qualifications	Bd. vs. Agency	Certification should include business administration, school law, and public relations
	2. Central Office Staff		
	a. Selection	Bd. vs. Personnel	Promotion by written promotion policy only

TABLE XIV (continued)
 CONCLUSIONS IN TERMS OF
 PRINCIPAL PROBLEM AREAS, PARTIES IN CONFLICT, AND SUGGESTIONS FOR CLARIFICATION

Category	Principal Problem Areas	Principal Parties in Conflict	Principal Suggestion for Clarification
	b. Compensation	Bd. vs. Personnel	A state ratio plan should be standardized based on the state salary schedule
	c. Removal, resignation, or termination	Bd. vs. Agency	Promotions should not acquire immediate tenure
3.	Principals and Classroom Teachers		
	a. Selection	Bd. vs. Agency	Each local board will provide a special administrator of professional personnel
	b. Transfer	Bd. vs. Personnel	Transfer should be at the discretion of the superintendent and the board
	c. Compensation	Bd. vs. Agency	The State should greatly expand the teacher salary schedule and appropriate when it legislates

TABLE XIV (continued)
CONCLUSIONS IN TERMS OF
PRINCIPAL PROBLEM AREAS, PARTIES IN CONFLICT, AND SUGGESTIONS FOR CLARIFICATION

Category	Principal Problem Areas	Principal Parties in Conflict	Principal Suggestion for Clarification
	d. Contracts	Bd. vs. Agency	A state screening office should be developed to coordinate teacher contracts to prevent a board from hiring a teacher that has already signed a contract with another board; this board would also have the right to revoke teaching certificates for violation of contract
	4. Benefit Laws		
	a. Tenure	Bd. vs. Agency	This statute should receive a thorough study by the best minds available as determined by the L.T.A., L.S.B.A., P.T.A., and State Legislature, proposing a less technical law with more and explicitly defined reasons for dismissing a teacher
	b. Sabbatical leave	Bd. vs. Agency	The local school board should have more specific authority in granting the leave; State should finance and standardize

TABLE XIV (continued)
CONCLUSIONS IN TERMS OF
PRINCIPAL PROBLEM AREAS, PARTIES IN CONFLICT, AND SUGGESTIONS FOR CLARIFICATION

Category	Principal Problem Areas	Principal Parties in Conflict	Principal Suggestion for Clarification
			the amount to be paid to personnel on leave
Fiscal Affairs	1. Number and location of schools	Bd. vs. Community	State-wide plans for consolidation should be developed, strictly adhered to, enforced, and assistance given in public relations
	2. Adopt an annual budget	Bd. vs. Agency	State revenues forwarded to local boards one month prior to beginning of fiscal year July 1
	3. Levy a sales tax	Bd. vs. Agency	State sales tax devoted to teacher salaries only
	4. Policies concerned with purchasing	Bd. vs. Bd.	Centralized purchasing should be mandatory

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APPENDIX

APPENDIX A

I. SELECTED LEGAL RESPONSIBILITIES WHICH HAVE PRESENTED ADMINISTRATIVE PROBLEMS

A. LOUISIANA REVISED STATUTES TITLE 17 EDUCATION

Chapter I. General School Law

Part II. Parish School Boards

Sub-Part A. Establishment and Organization

Section 51. School boards are bodies corporate with power to sue

- a. Suits against school boards are authorized by the Legislature without additional authorization for enforcement of contracts entered into by the school board or for recovery of damages for breach
- b. No other suits may be instituted or prosecuted against any parish school board unless in each individual case the Legislature has granted to the party or parties plaintiff the right to sue the particular board

Section 52. There shall be elected by the qualified voters of each police jury ward of the several parishes of the state a member of the school board of such parish for each police jury in said ward, whose term of office shall be for a period of six years

Section 53. (Amended Act 550 of 1966) Vacancies in the membership of a city or parish school board shall be filled by appointment by the Governor from a list of names submitted to the Governor by the remaining members of the board

Section 54. The parish school boards of the several parishes shall elect from among their number a president and a vice-president and fix their terms of office not to exceed six years

- a. Each school board shall elect a parish superintendent of schools

Section 55. The parish school boards have authority to appoint from their membership an executive committee of three members, with such duties as may be delegated to it by the parish school board

Section 56. Compensation of board (including president) and executive committee

Sub-Part B. General Powers and Duties of School Boards

- Section 81.
- a. Each parish school board shall determine the number of schools to be opened and the location of the school houses
 - b. Parish school boards may receive land by purchase or donation for the purpose of erecting school houses; provide for and secure the erection of same, construct such outbuildings and enclosures as shall be conducive to the protection of property, and make repairs and provide for the necessary furniture, equipment, and apparatus
 - c. Each parish school board shall determine the number of teachers to be employed, and select such teachers from nominations made by the parish superintendent, provided that a majority of the full membership of the board may elect teachers without the endorsement of the superintendent. The board shall have authority to employ teachers by the month or by the year and to fix their salaries
 - d. Each school board is authorized to make such rules and regulations for its own government, not inconsistent with law or with regulations of the Louisiana State Board of Education, as it may deem necessary or proper
 - e. The regular meetings of each board shall be held in the first week in January, April, July, and October, on such day of the week as each board shall select, and they may hold such special or joint meetings as the boards may determine or as occasion may require
 - f. Each school board shall exercise proper vigilance in securing for the schools of the parish all funds destined for the support of the schools, including the state funds apportioned thereto, and all other funds

- Section 82. The parish school boards throughout the state may maintain and operate lunch departments on a nonprofit basis to provide meals for school children attending the public schools
- Section 84. Parish school boards may appoint such assistant superintendents, supervisors, stenographers, and bookkeepers as may be needed, and such attendance officers, medical directors, and other appointees as may be necessary for the proper and efficient conduct of the schools; they may also fix their salaries and prescribe their duties
- Section 85. The parish school boards shall provide for and conduct such teachers' institutes as they may deem necessary
- Section 86. a. A parish school board may pay all or part of the expenses of special sessions of schools organized and maintained for the benefit of teachers
- b. It (parish school board) may pay all or a part of the salaries and expenses of persons employed in the extension service to promote agricultural and other industrial instruction for the benefit of children
- Section 87. Parish school boards may rent sixteenth section lands, except as otherwise provided by law, by resolution of the board and without the authority of a vote of the electors of the township in which such lands are located. All funds realized by the parish school boards from the rent of sixteenth section lands shall be credited to the general school funds of the parish
- 87.1 The school boards of the several parishes are authorized to grant rights-of-way across and through sixteenth sections or parts thereof for all legitimate and necessary purposes
- 87.3 All moneys received as consideration for grants authorized by RS 17:87.1 shall be deposited by the school board and credited to the general fund of the parish wherein the sixteenth section or part is located
- 87.6 Any parish or city school board may sell, lease or otherwise dispose of, at public or private sale, for cash or on terms of credit, any school site, building, facility or personal property which is not used and, in the judgment of the school board, is not needed in the operation of any school or schools within its jurisdiction. Any

such sale, lease or disposal of such school property shall be on such terms and conditions and for such considerations as the school board shall prescribe

Section 88. The various parish school boards throughout the state shall adopt, not later than the first Tuesday in the month of August, a budget of expected revenues and probable expenditures for the ensuing year. Provided, that parish school boards shall submit to the state budget committee, composed of the governor, state superintendent of education, and the state treasurer, copies of their budgets not later than August 1 of each year, for review, examination, and approval

Section 89. Parish school boards are prohibited from making budgets, expenditures or disbursements, or other expenses in excess of the revenues shown in the budget for that year

Section 97. a. A parish school board or a city school board may authorize its president and treasurer to sign a master payroll check to be deposited in a special payroll account, in which case the signature of the treasurer or such other officer or person as is designated by the board shall be sufficient for the payment of the individual payroll checks drawn against the special payroll account

b. Any parish school board and any city school board may, by resolution, at a regular or special meeting authorize its president and treasurer, or either of them, or such other officers or persons as it designates, to use a check signing machine or other similar mechanical device for facsimile signatures in signing any or all checks issued by the school board and requiring the signature of either or both officers. The resolution shall state the conditions under which such facsimile signature or signatures shall be used and shall state the precautions to be exercised

Section 99. Parish school boards may invest any surplus funds which they have on hand, from whatever source derived, in United States War Bonds

Part III. Public Schools and School Children

Sub-Part A. General Provisions

Section 151. Parish school boards may establish such public schools as they may deem necessary to provide adequate school

facilities for the children of the parish, and also trade schools, evening schools, schools for adults, schools and classes for exceptional children, and such other schools or classes as may be necessary to meet all special or exceptional requirements

- Section 153. The school boards of the several parishes of the state are prohibited from entering into any contract, agreement, understanding or combination, tacitly or expressly, directly or indirectly, with any church, monastic, or other order or association of any religious sects or denomination what-so-ever
- Section 155. Authority to allow attendance of pupils in schools of adjoining parishes or cities; per capita cost of instruction
- Section 158. Parish school boards may provide transportation for children attending any school of suitable grade approved by the state board of education and living more than one mile from such school; and for such purpose parish school boards may employ school bus operators
- Section 159. Parish school boards have the authority to enter into and consummate contracts for insurance covering loss of life or personal injury while being transported to and from school
- Section 169. Each parish and each municipal school board may, for each school under its jurisdiction purchase and maintain a policy or policies of insurance covering students participating in athletics and sports

Sub-Part B. Free Lunches for School Children

- Section 195. The school boards in order to provide for the operation of school lunch programs under their jurisdiction, may enter into contracts with respect to food, services, supplies, equipment, and facilities for the operation of such programs
- a. Each parish school board and the principal of each school shall post in a prominent place the cost of the lunches
 - b. School boards shall be required to purchase food wholesale at the lowest prices quoted for good quality products or at prices no greater than the wholesale rate for the same item

- Section 198. Should parish school boards in operating the program find that they are unable to operate satisfactorily on the rate of reimbursement according to the appropriations, then it becomes the responsibility of the parish school board to secure the additional funds needed

Sub-Part C. Compulsory School Attendance

- Section 228. Each parish and city school board within the state shall administer the compulsory school attendance program and secure its enforcement with other state and parish agencies. To facilitate the enforcement of this program each parish and city school board shall employ at least one competent qualified and certified visiting teacher. The parish or city school boards may appoint such additional visiting teachers as they deem necessary. Each parish and city school board shall fix the compensation of such visiting teacher and make such rules and regulations for the performance which are not inconsistent with the law and regulations of the state board

Sub-Part E. Part-time Schools

- Section 292. The school board of the parishes shall have the power of administration, supervision and control of part-time schools

Chapter II. Teachers and Employees

Part I. General Provisions

- Section 416. Authority of school boards to review discipline of pupils including suspension and expulsion (see also section 223 of Title 17 reference authority of board to remit any or all portion of the time of suspension)
- Section 422. Nothing contained in RS 17:421 shall prevent parish or city school boards from providing additional compensation or increased increments, for special teachers, such as principals, assistant principals, coaches, librarians, agriculture teachers, home economics teachers, music teachers or any other teachers

Sub-Part A. Teachers in General

- Section 442. Parish or city school boards as the case may be, may dismiss or discharge any probationary teacher upon the written recommendation of the parish or city superintendent of schools
- Section 443. Authority of school boards relative to removal of permanent teachers from office

Sub-Part C. School Bus Operators

- Section 492. Authority of school boards to dismiss a probationary bus operator upon the written recommendation of the parish superintendent accompanied by valid reasons
- Section 493. Authority of school boards relative to the dismissal of permanent school bus operators
- Section 500. Authority of school boards to grant sick leaves to school bus operators
- Section 634. Authority of school boards to continue in active service the employment of such member on an annual basis until the age of sixty-eight

Part X. Leaves of Absence

Sub-Part A. Sabbatical Leaves

- Section 1171. Authority of school boards to grant sabbatical leaves
- Section 1186. Authority of school boards to grant leave without pay

Sub-Part B. Sick Leave

- Section 1201. Authority of parish and city school boards to grant sick leave

Sub-Part C. Maternity Leave

- Section 1211. Authority of school boards to grant maternity leave

Sub-Part D. Military Leave

Section 1215. Authority of school boards to grant military leaves

Part XI. Group Insurance

Section 1221. Authority of parish and city school boards to contract for group life insurance

Section 1223. Authority of parish and city school boards to contract for group hospital insurance

Part XIII. Purchase of Annuities by School Boards

Section 1315. The authority of parish and city school boards to provide tax-sheltered annuities to its teachers and other employees

Chapter III. School Districts

Section 1371. Parish and city school boards may at any time create school districts composed of the parish as a whole or any part and shall have complete discretion in the establishment of the boundaries subject to certain conditions

Section 1380. Authority of parish school boards to create junior college districts

Chapter VIII. Schools for Handicapped Persons

Part I. Educational Facilities for the Physically Handicapped

Section 1944. The authority of parish and city school boards to establish and maintain special educational and/or training facilities and classes for one or more of the types of children specified in RS 17:1943

- a. Physically handicapped, mentally handicapped and other exceptional children

B. THE LOUISIANA STATE CONSTITUTION

ARTICLE X

Section 10. (Paragraph 10) Parish and city school boards are authorized to levy a five-mill tax for the purposes of acquiring sites and constructing or improving school houses subject to certain conditions. FIVE-MILL BUILDING, REPAIR AND EQUIPMENT TAX

ARTICLE XII

Section 15. SECOND: General parish school fund. Parish school boards shall place into one fund, to be known as the general parish school fund, all revenue received for the general maintenance of public schools from state and parish constitutional and statutory sources; and such funds shall not be subdivided, apportioned or separated in any manner whatsoever, nor shall they be paid to any ward, district, or other subdivision, but such revenue shall be dedicated and used exclusively to pay the cost of the current operation of public elementary and secondary schools within the parish and under the control of the parish school board, as provided for by the laws of the state

Provided, that funds received from special taxes or the sale of bonds for the construction or repair of school buildings, the purchase of sites and of school equipment, shall not be placed in the general parish school fund but shall be kept separate and apart therefrom; and shall be used exclusively for the purposes for which they are intended, as provided for by the laws of the state

Section 15. (Paragraph 1) Parish and city school boards are authorized to levy an annual ad valorem tax to a maximum of five mills on a parish-wide basis, subject to certain conditions. FIVE-MILL CONSTITUTIONAL TAX

Section 15. (Paragraph 4) Parish and city school boards are authorized to levy an ad valorem tax to a maximum of seven mills, subject to certain conditions. SEVEN-MILL MAINTENANCE AND OPERATION TAX

Section 15. (Paragraph 5) Parish and city school boards are authorized to levy a seven-mill tax to provide additional support for maintenance of the schools, subject to certain conditions. SEVEN-MILL SPECIAL LEEWAY TAX

ARTICLE XIV

Section 14. (Paragraph f) Parish and city school boards may issue bonds to acquire land for building sites and playgrounds, subject to certain conditions. A BOND AND INTEREST TAX

C. ACTS OF THE LOUISIANA STATE LEGISLATURE

Act Number 29. (1964 Extra Session of the Louisiana State Legislature)
Parish and city school boards are authorized to levy and collect a sales tax not in excess of 1 per cent, subject to certain conditions

APPENDIX B

INTERVIEW INSTRUMENT

Name of School System _____ Superintendent _____ School Board Member _____ Experience in Present Position _____

Column (1)	Column (2)	Column (3)						Column (4)
Area	Nature of the Specific Legal Responsibilities which have Presented Administrative Problems	Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	Suggestions for Clarification
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

- | | |
|-----------|-------------------------------|
| The | 1. Power to sue or be sued |
| Internal | 2. Election of board members |
| Operation | 3. Vacancies on board |
| of | |
| Local | 4. Election of board officers |
| School | |
| Boards | 5. Per diem of board |
| | 6. Executive committee |
| | 7. Other board committees |

Column (1)	Column (2)	Column (3)				Column (4)
		Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency Pers.	Comm.

8. Rules and regulations of board
9. Qualifications of board members
10. Expenses for conventions
11. Number of board members
12. Dual office holding
13. Removal of board member
14. Term of office
15. Meetings of the board
 - (a) Other (Itemize)

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

- | | |
|-----------|---|
| | 1. Attendance of pupils in schools of adjoining parishes or cities |
| Pupil | 2. Per capita cost of instruction |
| Personnel | |
| and | 3. Transportation for children attending any school subject to certain conditions |
| Services | |
| | 4. Administering the compulsory school attendance program |
| | 5. Securing its enforcement with other state and parish agencies |
| | 6. Employment of at least one competent qualified and certified visiting teacher |

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

7. Appointing such additional
visiting teachers as needed
8. Compensation
9. Duties
10. Discipline
 - a. Review of discipline
cases
 - b. Remit any portion of
the time of suspension
11. Establish and maintain special
educational and/or training
facilities and classes
12. Free lunches for school children
 - a. Operation of school lunch
programs

Column (1)	Column (2)	Column (3)				Column (4)
		Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency	Pers. Comm.

b. Posting cost of the lunches

c. Purchasing food

13. School bus operators

a. Employment

(1) Sick leave

b. Dismissal of probationary operator

c. Dismissal of permanent operator

Pro-
fessional
Personnel

1. Parish superintendent of schools

a. Selection

b. Compensation

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

c. Dual office holding or
engaging in other
activities

d. Qualifications

e. Removal, resignation or
termination

f. Term of office

g. Location of office

h. Duties

i. Other (Itemize)

(1)

(2)

(3)

Column (1)	Column (2)	Column (3)					Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.

2. Central office staff
 - a. Selection
 - b. Compensation
 - c. Dual office holding or
engaging in other
activities
 - d. Qualifications
 - e. Removal, resignation
or termination
 - f. Term of office
 - g. Duties
 - h. Other (Itemize)
- (1)

Column (1)	Column (2)	Column (3)				Column (4)
		Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency Pers.	Comm.

(2)

(3)

- 3. Principals and classroom teachers
 - a. Selection and appointment
 - b. Transfer
 - c. Compensation
 - d. Duties
 - e. Contracts
 - f. Other (Itemize)

(1)

(2)

(3)

Column (1)	Column (2)	Column (3)				Column (4)
		Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency Pers.	Comm.

4. Benefit laws

a. Oaths

b. Tenure

c. Sabbatical leave

d. Sick leave

e. Military leave

f. Maternity leave

g. Leave without pay

h. Retirement

i. Tax-sheltered annuities

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

j. Group life insurance

k. Group hospital insurance

l. Workmen's compensation

m. Workshops and institutes

Fiscal 1. Number and location of
schools

Affairs 2. May establish such public
schools and classes as
deemed necessary as nursery,
kindergarten, adult, and
special

3. Operate part time schools

4. Aid to nonpublic schools

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	
	5. Receive and purchase land or school sites							
	6. Securing all funds destined for the support of schools							
	7. Rent sixteenth section lands, including rights-of-way							
	8. Sell, lease or dispose of public or private sale sites, buildings or personal property not used							
	9. Adopt an annual budget based on expected revenues and probable expenditures and transmit same to state budget committee on education							
	10. Use of facsimile signature in signing checks							
	11. Invest surplus funds							

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	

12. Purchase insurance
13. Create school districts
comprising whole or
part of parish
14. Establish general fund
and deposit available
revenue for day by day
operation of schools
15. Levy the five mill
constitutional tax
16. Levy the seven mill
maintenance and operation
tax subject to certain
conditions
17. Levy the five mill building,
repair and equipment tax
subject to certain conditions

Column (1)	Column (2)	Column (3)						Column (4)
		Bd.	Bd.	Bd.	Bd.	Bd.	Supt.	
		vs.	vs.	vs.	vs.	vs.	vs.	
		Bd.	Supt.	Comm.	Agency	Pers.	Comm.	
18.	Levy the seven mill special leeway tax subject to certain conditions							
19.	Levy a bond and interest tax subject to certain conditions							
20.	Levy a sales tax to supplement teachers' sal- aries and/or for general operations							
21.	Receive income from rent, lease of school property							
22.	Receive contributions							
23.	Securing the additional funds needed to operate the free school lunch program							

Column (1)	Column (2)	Column (3)				Column (4)
		Bd.	Bd.	Bd.	Bd.	Supt.
		vs.	vs.	vs.	vs.	vs.
		Bd.	Supt.	Comm.	Agency	Pers. Comm.

24. Policies concerned with purchasing

a. Supplies

b. Materials

c. Equipment

(1) New equipment

(2) Replacement of equipment

d. Other (Itemize)

VITA

Bernace Lorane Shaw was born on September 6, 1933, at Jamestown, Louisiana, in Bienville Parish, the son of Levia Watson Shaw and Iva Nix Shaw.

He was educated in the schools of Louisiana. After graduating from Jamestown High School, he attended Northwestern State College, Natchitoches, Louisiana, where he received a Bachelor of Science degree in 1955, and a Master of Education degree in 1959.

He taught in the public schools of Texas and Louisiana from 1956 to 1962. He served as assistant principal at Lakeshore Junior High School and later at Youree Drive Junior High School in Shreveport during the years of 1963 - 1965. In 1965, he was named Supervisor of Vocational Education for the Caddo Parish Public School System, Shreveport, Louisiana, a position he currently holds.

He served in the United States Army from 1955 to 1956, and the United States Army Reserve until 1958, at which time he was honorably separated from service.

He is married to Sally Whatley Shaw. They are the parents of Stephanie Shaw.

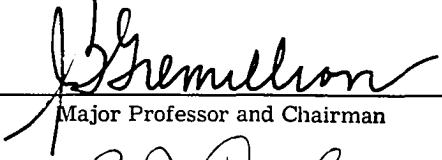
EXAMINATION AND THESIS REPORT


Candidate: Bernace Lorane Shaw

Major Field: Education

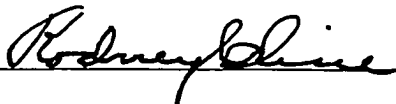



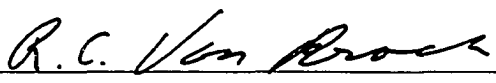

Title of Thesis: A Study of Certain Selected Legal Responsibilities of
Local School Boards in the State of Louisiana

Approved:


Major Professor and Chairman


Dean of the Graduate School

EXAMINING COMMITTEE:

Date of Examination:

March 28, 1969